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ABSTRACT

This resource kit examines immigration and population issues in Australia. Many organizations with an active interest in immigration policy are represented in the kit, giving students the opportunity to evaluate alternative positions and views. The kit reflects the Commonwealth Government's multicultural policies and the goals that underlie them, recognizing that immigration is about people, not just statistics. This kit is designed as an inquiry-based, multidisciplinary package comprised of eight "evidence files" or core topic areas, with photocopy sheets of source materials based on core topics. A wide variety of sources is presented for classroom use. The eight core topics covered include: (1) International population movement; (2) The history of immigration to Australia; (3) Australia's immigration policy; (4) The economics of immigration; (5) The social impact of immigration; (6) The demographic impact of immigration; (7) The environmental impact of immigration; and (8) The politics of immigration. A teacher's guide, which includes a bibliography of recommended background reading is provided. Intended for secondary teachers, the kit also can be used by teachers in higher education institutions to integrate with existing courses in History, Economics, Politics, Geography, Environmental Studies, and English. Community groups wishing to explore these issues will find this kit useful as well. (EH)

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migration oz

AN INVESTIGATIVE RESOURCE KIT

SO 024 321

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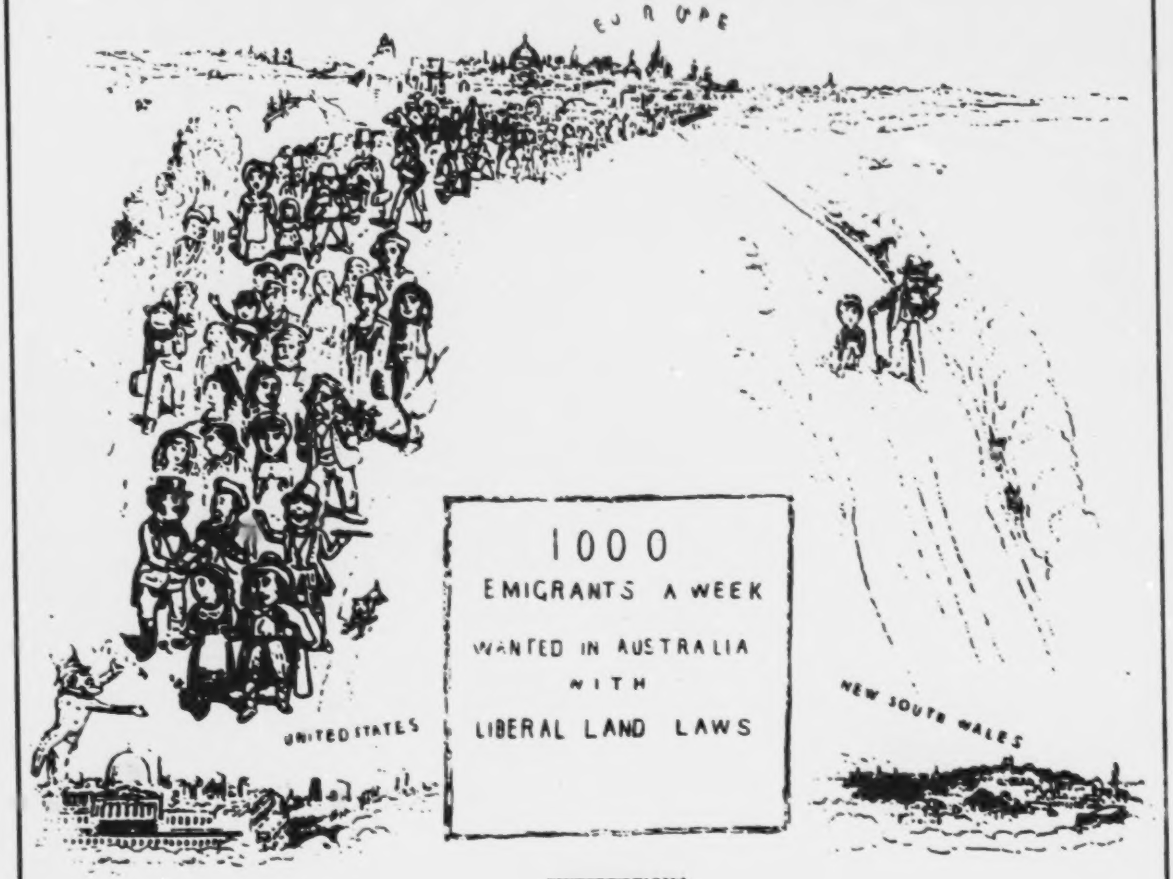
EVIDENCE FILE A

International Population Movement



IMMIGRATION!

(*Source*: *The Bulletin*, 24 March 1883; reproduced in M. Dugan & J. Szwarc, *Australia's Migrant Experience*, Edward Arnold, 1987, p. 49.)

Investigation A

Why do people migrate?

This evidence file is designed to introduce students to the topic of migration. It explores the recent history of world population movements; the four main types of migration; and the push and pull factors which influence population movements. The file provides students with sources for an investigation of questions such as:

- What have been some of the major international population movements in modern history?
- What are the push and pull factors in international migration?
- What are the main types of international migration?
- What are the current trends in international population movement?
- To what extent is Australia affected by current world population movements?

It also examines some of the major international population movements in recent history and in the world today. Not all of these movements have directly affected Australia. In fact, Australia, partly because of its geographical location, has been insulated from many of the major world population movements. For over a hundred years Australia has selected immigrants and controlled entry rather than simply responding to world population movements. For a study of population movements to Australia refer to Evidence File B, *The History of Immigration to Australia*.

Suggested Strategies

Have you migrated? An introductory exercise

To migrate is simply to move from one place to another. In this sense many of us are migrants. An immigrant is someone who moves *into* a country from another country.

Conduct a quick survey in your own class to find out how many students have moved from:

- one suburb to another
- one State to another
- one country to another.

Graph the results of this survey.

If they wish, individual students could talk to the rest of the class about why they moved.

In a grid like the one shown here, list your own migrations (movements) or those of an adult you know.

Year	*Place of origin*

Place of destination	*Reason for movement*

If you have moved:

- What was it like to move from one place to another?
- How did you feel about it?
- Was it easy or difficult?

If you haven't ever moved yourself:

- What do you think it would be like to move to another place?
- Make a list of some of the benefits and difficulties involved in moving.

Having now started to think about 'migration', students will be in a better position to understand the investigations which follow.

Investigation 1: What have been some of the main international population movements in modern history?

Throughout history people have been on the move from one place to another. The greatest population movements in history began around 1600, mainly (but not entirely) as a result of some European countries taking control of other countries.

Cooperative learning activity

Divide the class into three groups. Each group should be given one of the three different sheets of evidence in Source 1: 1A, 1B or 1C. Looking at their evidence sheet alone, each group should formulate answers to the following common questions:

- Who migrated?
- When did they migrate?
- Why did they migrate?

One or two members from each of the three groups should then come together in a new group. The 'experts' in the group can report on their source to the others. Between them, all members should have a completed map showing their findings and the written summary.

FOREWORD

Immigration has had a profound effect on the lives of all Australians, and it continues to significantly shape the nation's economic, social and demographic development. Information and understanding about that effect are important for all of us. *Migration Oz*, developed in consultation with education authorities around Australia, goes a long way to increasing the knowledge and understanding of young people.

Migration Oz is a secondary education curriculum kit designed to encourage students to explore different perspectives and thinking on immigration and population issues. It presents a wide range of views from many different sources. Like myself, students are invited to reach their own conclusions, based on critical examination of the evidence. They will find, as I did, that they will accept some views and reject others.

I am pleased to welcome the publication of this education kit by the Bureau of Immigration and Population Research. The Bureau has greatly expanded our knowledge of immigration and population issues since its establishment in 1989. I am certain its latest contribution in the form of *Migration Oz* will help students understand the many facets of life and policy affected by Australia's long-standing immigration program.

Senator the Hon. Nick Bolkus
Minister for Immigration and Ethnic Affairs
July 1993

INVITATION

To the Teacher Librarian

On behalf of the Bureau of Immigration and Population Research (BIPR), I have great pleasure in presenting your school with a complimentary copy of *Migration Oz*, a secondary education resource kit which focuses on immigration and population issues.

The BIPR, established in May 1989, is an independent professional research body within the Department of Immigration and Ethnic Affairs, which conducts, commissions and promotes research into immigration and population issues. The Bureau's charter directly addresses the need to increase the accessibility of information about immigration and population matters in the Australian community. It is in this context that the Bureau, in consultation with secondary education authorities around Australia, has developed this kit in conjunction with the History Teachers' Association of Victoria.

Migration Oz has been designed as an inquiry package comprising eight evidence files, each presenting a range of source materials. The views of many organisations that have an active interest in immigration policy are included, representing a wide range of opinion.

Please show this kit to teachers of Australian Studies, History, Economics, Politics, Geography, Environmental Studies and English. It has been designed to integrate with existing courses in all State and Territory curricula and I am confident that your colleagues will be able to use this kit most effectively in their classrooms.

Additional copies are available from Commonwealth Government Bookshops in all capital cities at a cost of $29.95 (quote catalogue number 92 2924 5).

It would greatly assist us in the development of further education materials if we received feedback on the kit from teachers. I would be grateful if you gathered the responses of teachers and took the time to complete the evaluation on the back of this page.

JWright

Jillian Wright
Education Consultant

BUREAU OF IMMIGRATION AND POPULATION RESEARCH

Evaluation of *Migration Oz*

Name of school ______________________________
School address ______________________________
______________________________ Postcode __________
Telephone ______________________________ Facsimile __________

1. At which level(s) did (or will) you use *Migration Oz*?
   Level(s) ______________________________

2. In which subject areas of the school curriculum did (or will) you find the kit most useful?
   Area(s) of the curriculum ______________________________
   ____

3. In your opinion did (or will) most students enjoy using the kit?
   Yes ☐ No ☐ Please tick (✓)

4. Approximately how many students in your school have used or will use the kit? ______________________________

5. Will this kit help achieve the following education objectives? (Circle correct response.)

✦ An increased knowledge of immigration and population issues	Yes / No
✦ An ability to challenge myths associated with immigration	Yes / No
✦ An ability to evaluate alternative propositions and viewpoints	Yes / No
✦ An ability to work with primary source materials	Yes / No
✦ The development of critical and analytical skills	Yes / No

6. Please record any comments you would like to make about *Migration Oz*.
   ____
   ____
   ____
   ____
   ____

7. What other resources related to immigration and population issues would you like to see produced for schools?
   ____
   ____
   ____
   ____
   ____

Please return this evaluation sheet to:
The Information Officer
Bureau of Immigration and Population Research
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Carlton South VIC 3053
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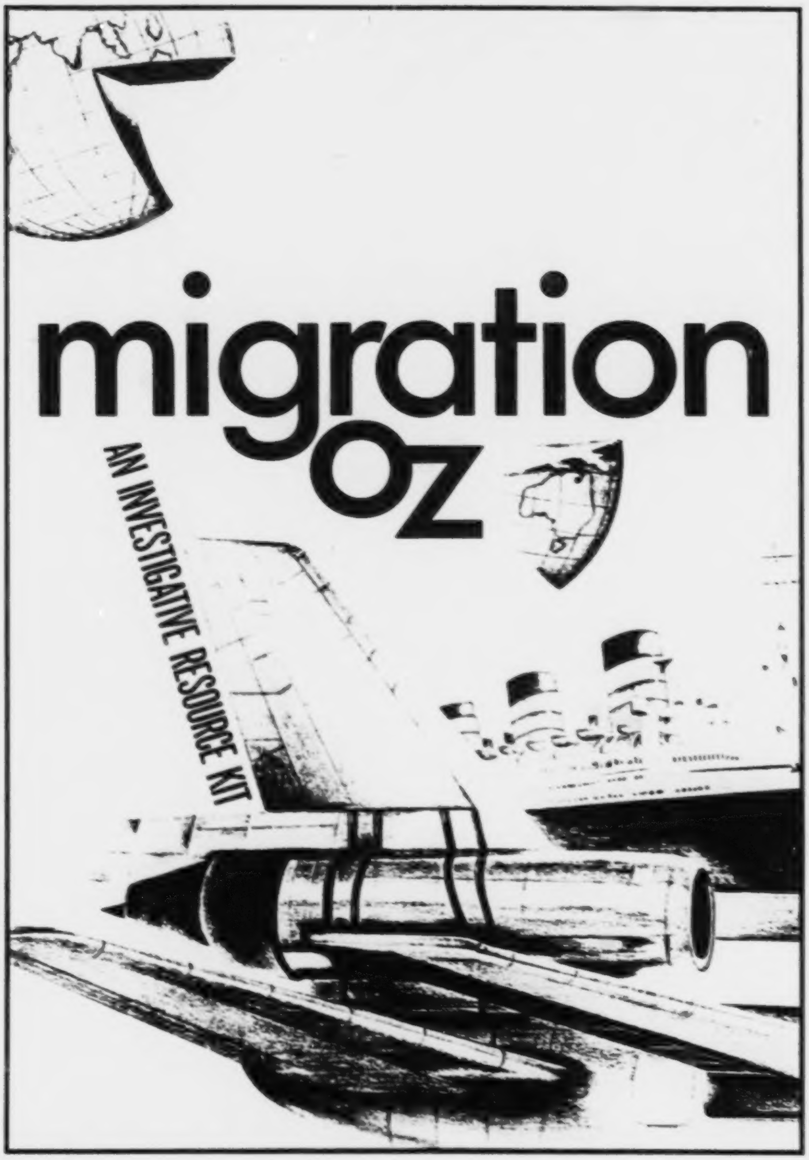
MIGRATION OZ

Teachers' Guide



Background

In May 1988 the Committee to Advise on Australia's Immigration Policies, chaired by Stephen FitzGerald, submitted its report, *Immigration. A Commitment to Australia*. The report recommended that a new and independent body should be established to provide objective and professional analyses of issues relevant to Australia's immigration policies. In 1989 the Federal Government accepted the FitzGerald recommendation and the Bureau of Immigration Research (now the Bureau of Immigration and Population Research) was established as an independent, professional research body within the Department of Immigration, Local Government and Ethnic Affairs. *Migration Oz* is part of the Bureau's contribution to increased public education and the promotion of informed debate on immigration issues.

Acknowledgments

This kit is the product of an extensive process of consultation, research and trialling. Many individuals and organisations have contributed to the development of these materials. Consultations were undertaken with government education and ethnic affairs authorities in each State and Territory; regional coordinators of the Office of Multicultural Affairs; and representatives from the Department of Immigration and Ethnic Affairs (DIEA). Valuable feedback was received from teachers who trialled the kit in their classrooms or who attended workshops on the materials at teachers' conferences. In every case their suggestions have been carefully considered and almost always implemented. Thanks are due to members of the Advisory Committee and researchers at the Bureau of Immigration and Population Research for their expert advice. Thanks are also due to the Bureau's Canberra librarian, Marisa Vearing, for her assistance in obtaining material, including that from the DIEA's photographic archive. Special thanks are extended to Jacqueline Coleman, the Bureau's Melbourne librarian, for her tireless efforts in tracking down source material for the kit.

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Introduction

Migration Oz is an investigative resource kit on immigration and population issues suitable for use in different curriculum areas at years 9 to 12 level. It comprises eight evidence files, each containing a variety of source materials for an investigation of different aspects of immigration.

Rationale

Immigration policy affects the lives of all Australians. Young Australians will inherit the consequences of policy decisions made today, so they ought to be encouraged to gain some understanding of the complex issues involved. This kit will enable them to contribute to the debate on immigration in an informed manner.

Aims

The main aims of this educational resource kit are:

- to provide a range of sources for an investigation of immigration and population issues
- to encourage students to formulate their own conclusions through an evaluation of alternative propositions and viewpoints
- to develop students' knowledge of how Australia's immigration program functions, how immigration policy is formulated and developed, and the various impacts of immigration
- to encourage students to appreciate the complexity of issues related to immigration and to dispel common myths about immigration
- to promote in students an appreciation of diverse cultural heritages
- to develop students' critical thinking and analytical skills
- to encourage students to reflect on what it means to be Australian.

Values

The values dimension is integral to the investigation of a contentious social issue such as immigration. These materials reflect the Commonwealth Government's multicultural policies and the goals that underlie them, recognising that immigration is about people, not just statistics. It is important that teachers establish an open and tolerant climate in the classroom for the discussion of these issues. Students should be encouraged to respect the views and feelings of others while expressing their own views on immigration issues.

Content

Migration Oz is comprised of eight evidence files, each presenting a range of source materials on different aspects of immigration. In some instances additional information has been provided to assist students in analysing the sources. The core topics for the eight evidence files are:

A International population movement
B The history of immigration to Australia
C Australia's immigration program
D The economics of immigration
E The social impact of immigration
F The demographic impact of immigration
G The environmental impact of immigration
H The politics of immigration.

The Migrant and Migration

What is a 'migrant'? When does a person stop being a 'migrant'? Teachers may need to raise this issue early in the study of migration. One difficulty in studying migration is the possibility that 'migrant' can be associated with 'outsider' rather than 'newcomer'. A 'newcomer' at some stage ceases to be 'new', and many of the issues raised are really only concerned with the ideas of numbers of people new to Australia. Once people are in Australia they are residents of Australia, and the question of how and when they came to be here often ceases to be relevant.

Migration is also about people. The main aim of this kit is to look at the issues surrounding migration which affect Australia—almost as though this kit is a photograph frozen in time so that it can be explored and analysed. But this tends to limit the humanity of the focus of study. Migrants have had an impact on Australia, but Australia has also had an impact on migrants. The effect of migration on the migrants was not part of the brief of this project, but it is a question which can be raised in the classroom in each file, and can be explored further in conversations with people of recent migrant origins.

The Inquiry Approach

Migration Oz has been designed as an inquiry package. The kit provides materials which can be used by students to inquire into major aspects of immigration. Many teachers have different ideas of exactly what is meant by 'inquiry learning'. The essential meaning which is built into this kit is that students are given starting points for finding out by working out for themselves. Each evidence file deals with a particular issue or aspect of immigration; these issues are further divided into particular investigations; students are provided with a range of evidence which will enable them to develop their own tentative conclusions after analysing and discussing the evidence. Students are then in a position to research the issues further if they desire.

There are a number of ways teachers might promote an inquiry approach to immigration using the materials and the suggested strategies in *Migration Oz* in their classrooms. Two possible models are presented below, though it is clear that students' thinking about and exploration of the issues does not follow the steps set out in the models in a mechanical sequence.

Model A

1. Students are provided with a clear focus for their investigations.
2. Existing ideas are clarified, and hypotheses developed.
3. Students begin critically examining a range of evidence.
4. As this process continues, new questions emerge and further evidence is gathered.
5. Students continually discuss and evaluate the evidence.
6. Students come to conclusions and work on ways of presenting these most effectively.
7. Students reflect on what they have learned, and may choose to act on those findings.

Model B

This model is based on the statement of Key Processes in the draft Studies of Society and Environment National Statement.

Processes in investigating a problem or issue

1. **Planning an investigation**

   This involves:

   - reviewing and reflecting on existing knowledge
   - identifying and describing the problem or focus of investigation
   - formulating questions
   - considering various perspectives on the problem, issue or study
   - predicting possible solutions to the problem and formulating an hypothesis
   - considering alternative approaches to the inquiry and designing suitable methods for gathering and organising information
   - identifying sources of information
   - clarifying ways of testing the hypothesis, viewpoint or interpretation
   - negotiating individual and collective roles and responsibilities
   - clarifying goals and resource needs
   - identifying time management issues and organisation requirements.

2. **Gathering and processing data**

   This involves:

   - collecting, comparing and classifying a variety of types of data
   - comprehending and interpreting the data
   - weighing information by distinguishing between fact and opinion, seeking corroboration, judging the credibility and relevance of information and identifying the values, biases and points of view it contains
   - deciding how best to communicate interpretations and explanations
   - identifying and comparing alternative interpretations and explanations.

3. **Applying the findings**

   This involves:

   - reporting, discussing and interpreting findings
   - presenting information and findings in an appropriate genre
   - drawing and supporting justifiable conclusions and modifying original hypotheses
   - predicting consequences and identifying aspects of the study which need further investigation
   - applying the findings to new problems, issues or studies
   - identifying personal and social implications of the findings
   - planning and carrying out appropriate action.

Whatever the model or approach used in the classroom by the teacher, we believe that there are certain features which will characterise an effective inquiry/investigative approach to a study of immigration in Australia. These are, that the study:

- involves concepts which are relevant to students' lives
- focuses on specific, real and open-ended questions
- enables students to acknowledge their own initial values and beliefs, and to develop initial hypotheses
- requires students to think about the kind of information/evidence needed to develop answers to the question being investigated
- involves students in gathering, selecting, analysing and interpreting a variety of evidence
- allows students to discuss and argue about the evidence and their conclusions
- involves a variety of learning activities and teaching strategies in the classroom
- provides an opportunity for action if appropriate
- requires students to reflect on the nature of the conclusions they finally reach
- provides a basis for further research if required.

The materials in the *Migration Oz* kit do not necessarily provide an answer to all the questions which will be asked of issues, nor are they meant to constitute the definitive comprehensive kit on immigration. Rather, the kit provides a balanced range of evidence, fairly put, which reflects the main ideas and materials which are part of the immigration discourse in Australia. Some of the evidence is biased; some is propagandist; some is less convincing than other material also in the kit. This is because the kit aims to present a fair and balanced representation of the materials which reflect the reality of the situation in Australia, allowing students to work towards identifying that evidence which they decide is the best material, and which should be the basis of forming opinions and developing conclusions. In some cases the authors' narrative was included to help set an appropriate context for the primary sources. Where this has happened, the narrative has been identified by being enclosed in a box.

It is important that the students be encouraged to reflect on the answers they have developed to every investigation they undertake. In many cases they will recognise that the questions are complex, and that they need to undertake more research to feel fully informed on the issue.

Using the Resources in the Kit

The source materials in *Migration Oz* can be used from years 9 to 12, across a variety of curriculum areas. Strategies for using the sources in each file have been suggested, questions and activities supplied, but teachers are ultimately the appropriate people to take the responsibility for the way they present the material in their classes. Teachers may choose to adapt the suggested strategies and questions to suit their own needs, or to discard them altogether in favour of their own structures and approaches. Whichever approach is taken, the rich collection of sources in this kit should excite, challenge and stimulate students.

The main demand from teachers which led to the development of this kit was for a variety of primary source materials on immigration. In some documents the language level will be too difficult for many students, therefore teachers will need to exercise their own judgment about what is appropriate, or to implement their own strategies for overcoming the problems.

The evidence file structure means that teachers have flexibility to select material appropriate to a particular level and curriculum area, and to choose or set strategies and questions which will suit the particular school community's needs and cater for individual differences. This means that:

- the material may be used as a whole for a major investigation of immigration and population issues
- individual files or parts of files may be used selectively
- students can work individually, or can be set specific tasks in groups
- teachers may use the material in a variety of curriculum areas:

English	Studying themes associated with immigration, or debating the current issues
Australian Social Studies	Examining our multicultural society, racism and social cohesion
Geography Environmental Studies	Studying the demographic effects of immigration and the impact of population growth on urban and rural environments
Media Studies	Analysing some of the media images reproduced throughout the kit
History	Investigating the way immigration has shaped Australia
Economics	Analysing how immigration affects the economy
Politics	Inquiring into immigration as a major area of public policy and public debate.

The flexibility of the evidence file format makes these different approaches achievable in the classroom. The range and nature of materials available, and the issues being emphasised, are constantly changing. Teachers will need to supplement, or have students collect, material which can be substituted for the sources supplied in this kit where necessary. It would be an excellent idea to let your librarian know about the evidence files, and ask him or her to establish a vertical file on immigration issues which could be regularly updated with press clippings and other material. Aspects of immigration policy change frequently. Every Department of Immigration and Ethnic Affairs (DIEA) office has a copy of the *Migration Oz* kit, and it would be worth checking with your local office as to whether there is updated material available which reflects recent policy changes.

A variety of learning activities are presented throughout the kit. These activities range from straightforward reading comprehension and true/false questions, to activities such as analysing media representations and administering an immigration entry points test. Concept mapping (or linking ideas in a diagrammatic form) may be a useful way of giving students an overview of the information examined in each evidence file. The key learning strategy aimed at in this kit is active inquiry, and in many cases students will want to act on their new knowledge and understandings. The sorts of activities that may be appropriate at different times include:

- inviting immigrants in the local community, and in business, to talk to the class or the school
- contacting pressure groups
- recording and analysing media presentations of immigrants and immigration
- organising a questionnaire to test knowledge and attitudes
- visiting museums with permanent or temporary exhibitions relating to immigration
- viewing films on immigration and related issues
- creating a hypothetical scenario in class
- visiting Migrant Resource Centres
- reading immigrants' stories
- listening to music from different cultures
- viewing performances by artists of different cultural backgrounds
- carrying out further research.

Each evidence file contains suggestions for extension activities.

It is expected that every student would be encouraged to talk to people in the community about their migration experiences. While many people enjoy speaking freely about these experiences, there may be particular areas which students should treat sensitively and with tact. This could clearly be the case with political or humanitarian refugees, but even apparently simple 'economic' immigration may mask decisions which involved considerable personal dislocation, family stress, loss and divisiveness. Students need to be encouraged to approach people with care and consideration.

Cross-referencing the Files

The evidence files are arranged separately, to allow the eight key areas of the immigration issue to be covered efficiently. **It cannot be stressed enough, however, that every issue involves a number of other issues—the economic, social and environmental issues are particularly closely interwoven.** Teachers will be able to raise with students at appropriate times the necessity of remembering and taking account of this complexity in their studies.

Evidence File A: *International Population Movement*

The main purpose of this file is to encourage students to gain an understanding of why people migrate, and to place the study of immigration to Australia in an international and an historical perspective. The file provides students with sources for an investigation of questions such as:

- Why do people migrate?
- What have been some of the main international population movements in modern history?
- What are the push and pull factors in international migration?
- What are the main types of international migration?
- What are the current trends in international population movement?
- To what extent is Australia affected by current world population movements?

One of the main points that emerges from this study is the fact that, in world terms, population movements to Australia are relatively small and highly controlled. It is suggested that students research current international population movements by examining world news reports in newspapers and the electronic media.

Evidence File B: *The History of Immigration to Australia*

This evidence file is designed to encourage students to explore the history of immigration to Australia. It provides sources for an investigation of the following questions:

- What part has immigration played in Australian history?
- What theories seek to explain the first arrivals in Australia?
- Who were the convicts?
- Who migrated to Australia between 1840 and 1890, and why?
- Why did Australia adopt the 'White Australia Policy'?
- Why did Australia set out on a large-scale immigration program after the Second World War?
- How have Australia's immigration policy and immigrant intake changed from 1973 to the present?

Perhaps the most interesting way of presenting the history of immigration to Australia is by using film. Several films on the subject have been produced, and further information on these is supplied in the file. The sources presented in the file support a range of other learning activities, such as analysing racist cartoons of the late 19th century. Some care should be taken by teachers when dealing with the racist cartoons, to ensure that students use them to analyse prejudice but not reinforce their own prejudices. It is also recommended that students do further research on particular aspects of immigration history.

Evidence File C: *Australia's Immigration Program*

The main purpose of this file is to enable students to gain an understanding of how Australia's immigration program actually works. The focus questions for the file are:

- How does Australia's immigration program work?
- Who is eligible to immigrate to Australia?
- How does the points test work?
- What is 'chain migration'?
- Who qualifies as a refugee?
- What is illegal immigration?
- What services are provided for newly arrived immigrants?

It is suggested in this file that students investigate the post-arrival services made available to immigrants by carrying out research in their local community. The perception that immigrants receive undue assistance from the Government (free cars, free houses and preference in getting jobs) is addressed.

Evidence File D: *The Economics of Immigration*

Economic arguments have always played an important part in the immigration debate. This evidence file presents some of the economic arguments for and against immigration, and outlines the ways in which immigration can have an impact on Australia's economy. The focus questions for this file are:

- How does immigration affect Australia's economy?
- What are the long- and short-term economic effects of immigration?
- Do immigrants take Australian-born workers' jobs or create jobs?
- How does immigration affect the unemployment rate?
- Does immigration reduce the willingness of employers to train local employees?
- What effect does immigration have on Australians' living standards?

Suggested extension activities include inviting an immigrant business, working or unemployed person to speak to the class and/or organising a class debate on the economic costs and benefits of immigration.

Evidence File E: *The Social Impact of Immigration*

This file examines the extent of ethnic diversity in Australia; the ways in which immigration has enriched Australia's social and cultural life; and the effects of immigration on the cohesion of Australian society. The file provides sources for an investigation of the following questions:

- How has immigration shaped Australian society?
- To what extent has immigration altered the ethnic composition of Australian society since 1947?
- What is multiculturalism?
- Why do immigrants become Australian citizens?
- In what ways has immigration shaped Australia's social and cultural life?
- What are the attitudes of people in Australia towards immigrants?
- How does immigration influence social cohesion in Australia?

An investigation of immigrants' contributions to Australian society (including the contributions of immigrant women and youth) provides an excellent opportunity for interaction with the local community through field work or guest speakers.

Evidence File F: *The Demographic Impact of Immigration*

This file is designed to provide basic facts and figures for an exploration of the effects of immigration on the size, composition, age structure and location of Australia's population. The focus questions for this file are:

- Is Australia's population increasing?
- How does immigration affect the make-up of Australia's population?
- What are the characteristics of Australia's population?
- What is happening to Australia's fertility and immigration rates?
- How has immigration affected the composition of Australia's population?
- Can immigration stop the ageing trend of Australia's population?
- Why are our cities' populations growing?
- How accurate have past projections about Australia's population been?

Evidence File G: *The Environmental Impact of Immigration*

This file examines the impact of population growth (to which immigration contributes significantly) on the environment, which includes the urban environment as well as the rural and wilderness environments. The focus questions for this file are:

- What impact does immigration have on the environment?
- What impact have Aboriginal and non-Aboriginal people had on the environment?
- What impact do city populations have on urban and rural environments?
- What impact do rural populations have on the environment?
- Is it necessary to reduce immigration in order to protect the environment?

Evidence File H: *The Politics of Immigration*

This evidence file examines the process by which immigration policy is formed and implemented; the pressure groups which attempt to influence immigration policy; and the media's representation of immigration issues. The file provides sources for an investigation of the following questions:

- How is immigration policy formed and implemented in Australia?
- What domestic and international considerations shape Australia's immigration policy?
- What have the reviews of immigration recommended?
- How is immigration law and policy made?
- What does the Immigration Department do?
- What role does public opinion play in shaping immigration policy?
- What interest pressure groups are active in the immigration debate?

Select Bibliography*

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* Sources which are useful in more than one of the main areas of study are cited only in the General section of this bibliography. Teachers and students should therefore refer not just to the sources listed under individual topic headings, but also to those cited in the General section. Up-to-date statistics on immigration can be found in the Bureau of Immigration and Population Research's quarterly, *Immigration Update*, and in the Bureau's pamphlet, *Immigration in Brief*.

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Referral List

This resource kit is designed to provide material for a thorough investigation of immigration issues. However, teachers or students may wish to seek further information from various organisations. What follows is a short list of government and government-funded organisations with some involvement in immigration matters or ethnic affairs. For a fuller listing of these (and other) organisations, with addresses and contact numbers, consult the *Directory of Ethnic Community Organisations in Australia* (AGPS, Canberra, 1992) or look them up in the phone book.

The **Department of Immigration and Ethnic Affairs** (DIEA) has offices in each State and Territory.

The **Bureau of Immigration and Population Research** (BIPR), has a head office in Melbourne and a Canberra office.

Each State and Territory government has its own **Ethnic Affairs** body.

Each State and Territory has its own **Office of**

Multicultural Affairs. The central office is located within the Department of the Prime Minister and Cabinet in Canberra.
There are **Migrant Resource Centres** in each State and Territory.
The **Federation of Ethnic Communities' Councils of Australia** (FECCA), based in Sydney, is the umbrella organisation for Ethnic Communities Councils in each State and Territory.

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SOURCE 1

A United Kingdom and Europe

1. We do not know how many people emigrated from the British Isles between 1700 and the present day, because no full and accurate figures were kept until recent times. The total is probably between twenty and thirty millions. Every region of the British Isles sent families abroad. The largest total went from England, but the proportion of the total population that emigrated was probably larger in Wales, and certainly greater in both Scotland and Ireland. Why did they go? Some emigrated voluntarily because they hoped to make a better life in a new country. Others were forced to leave the British Isles because of hunger, unemployment, persecution or crime. It was usually the poor who emigrated, because they had little to lose and most to gain.

(J. Wilkes, *United Kingdom*, Cambridge University Press, 1984, p. 5.)

2. The migration from Europe, from its beginning in the 16th century to the early 19th century, is regarded as one of the largest in all human history. Over 60 million Europeans are estimated to have gone overseas during this period. The principal countries of emigration were the British Isles (notably Ireland), Italy, Austria and Hungary, the Netherlands, Poland, Germany, Spain, Russia, Portugal and Sweden. The principal destinations were the United States, Argentina, Canada, Brazil, Australia, New Zealand, South Africa and the British West Indies.

The flow was not really heavy until the 19th century.

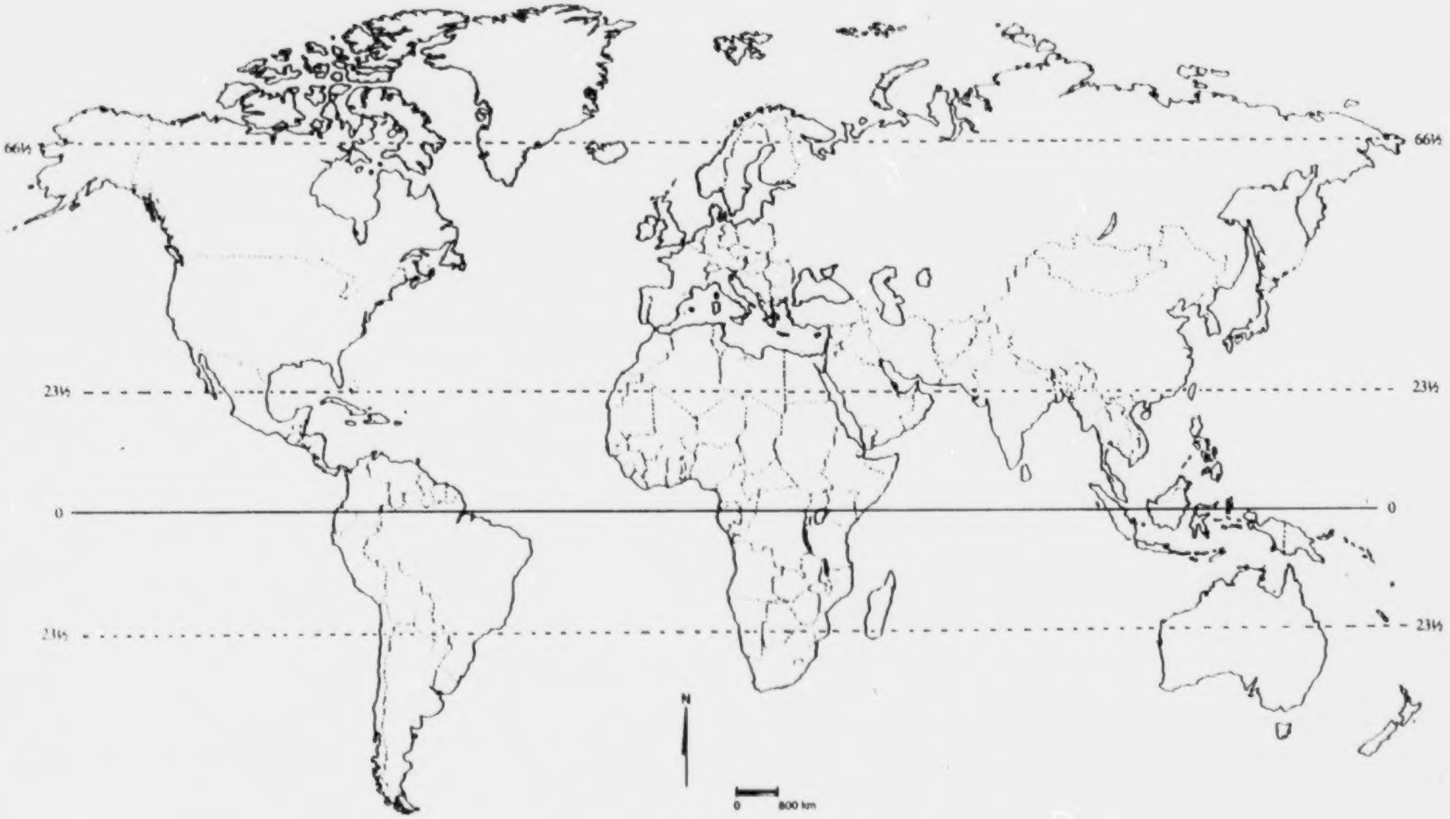
By the early 19th century, Europe's population was growing rapidly, mainly as a result of the declining death rate. The Industrial Revolution also brought changes—increasing urbanisation, labor abuses in the new factory production system, financial panics, and heightened competition, while enclosures of agricultural land left small tenant farmers bereft of their livelihood. Europeans began to feel that living conditions were not as satisfactory as they once had been and the overseas lands looked more promising. At the same time, emigration became somewhat easier with the invention of the steamship, the first of which crossed the Atlantic in 1819. Emigration began to mount and between 1820 and 1930 an estimated 55 million people left to seek their fortunes overseas.

(L. Bouvier, H. Shryock & H. Henderson, International Migration: Yesterday, Today and Tomorrow, *Population Bulletin*, vol. 32, no. 4, 1977, pp. 6-7.)

B Africa

1. Migration from Africa was quite different from other types of movements in the period 1600 to 1900. The mass outpouring of Africans was involuntary—that is, forced migration. From the 16th century until the abolition of slavery in the 19th century, millions of Africans were transported on ships to the New World (the Americas) where they were forced to work as slaves on plantations and in mines. These people were usually captured by fellow Africans and then sold at markets on Africa's Gold Coast to European slave traders. The traders packed their human 'cargoes' onto ships for the infamous two or three month 'middle passage' from Africa to the New World. The Africans were often confined below deck on chains, and packed together in rows with little room to move.

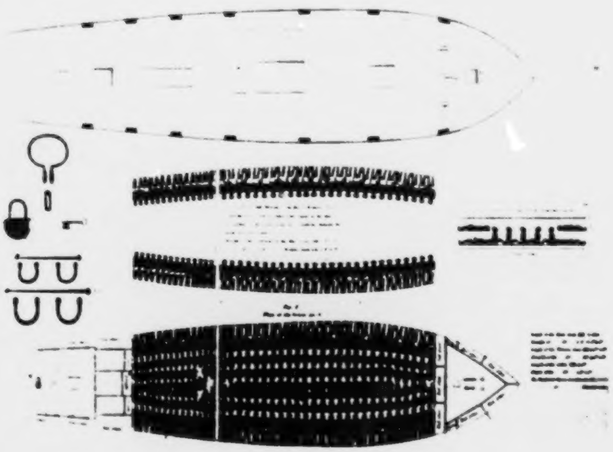
Student Worksheet



Insanitary conditions such as these contributed to the high mortality rates (estimated at between 20–30 per cent) on the voyage. Those who survived the trip faced the trauma of the slave auction. Families were often separated because buyers bought slaves to fit the needs of the plantation or mine and were rarely motivated by humane concerns.

(J. A. Garraty, *The American Nation: A History of the United States to 1877*, vol. 1, Harper & Row, 1983, p. 23.)

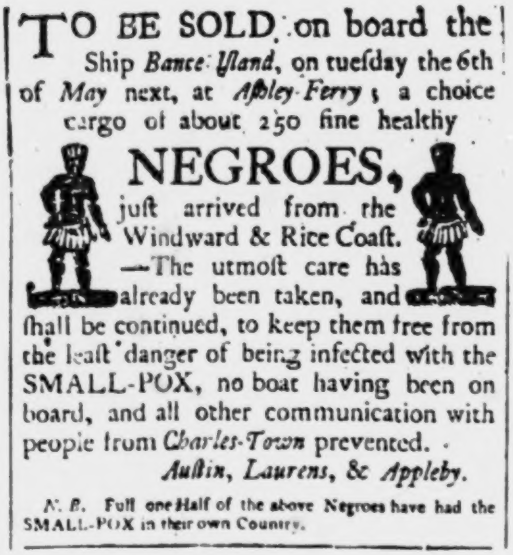
2.



Packing the slave ship for the voyage.

(*Source:* M. Okun & S. H. Bronz, *The Challenge of America*, Holt, Rinehart & Winston, 1973, p. 105.)

3.



TO BE SOLD, on board the Ship *Bance-Iſland*, on tueſday the 6th of *May* next, at *Aſhley-Ferry*; a choice cargo of about 250 fine healthy

NEGROES,

juſt arrived from the Windward & Rice Coaſt. —The utmoſt care has already been taken, and ſhall be continued, to keep them free from the leaſt danger of being infected with the SMALL-POX, no boat having been on board, and all other communication with people from *Charles-Town* prevented.

Auſtin, Laurens, & Appleby.

N. B. Full one Half of the above Negroes have had the SMALL-POX in their own Country.

This notice of a slave auction appeared in a Charleston newspaper in 1763. The danger of smallpox infection was very real; slave ships often carried the disease.

C Asia

1. Compared with the massive movement out of Europe, intercontinental migration from Asia was slight before World War I.

With the abolition of slavery, *indentured labour* [see Source 1C4] on a time-contract basis was substituted by the colonial powers. Indians went to such areas as British Guiana, East Africa, Fiji, Mauritius, and Trinidad; Japanese to Brazil; and Chinese to west coast of the United States. Not all of these movements were confined to contract labourers. Moreover, at the expiration of their contracts many of the workers settled down in the overseas countries and engaged in retail trade, clerical pursuits, etc. Thus in many cases, this form of migration served as an occupational ladder for Asian peasants and their descendants. Indians and Chinese settled in fairly large numbers in other Asian countries.

Estimated Numbers of Expatriate Chinese in Asia about 1969[a]

Country	*Number ('000)*	*% of total population*
Thailand	4 930	14
Indonesia	4 800	4
Malaysia	3 602	34
South Viet Nam	2 661	15
Singapore-Malacca	2 200	98
Cambodia	2 000	30
Burma	500	2
Philippines	376	1
Laos	61	2
Japan	54	–
Korea	26	–
India	16	–
Pakistan	3	–
Ceylon [Sri Lanka]	1	–
Total	21 230	

a. Outside the People's Republic of China, Taiwan, Hong Kong and Macao

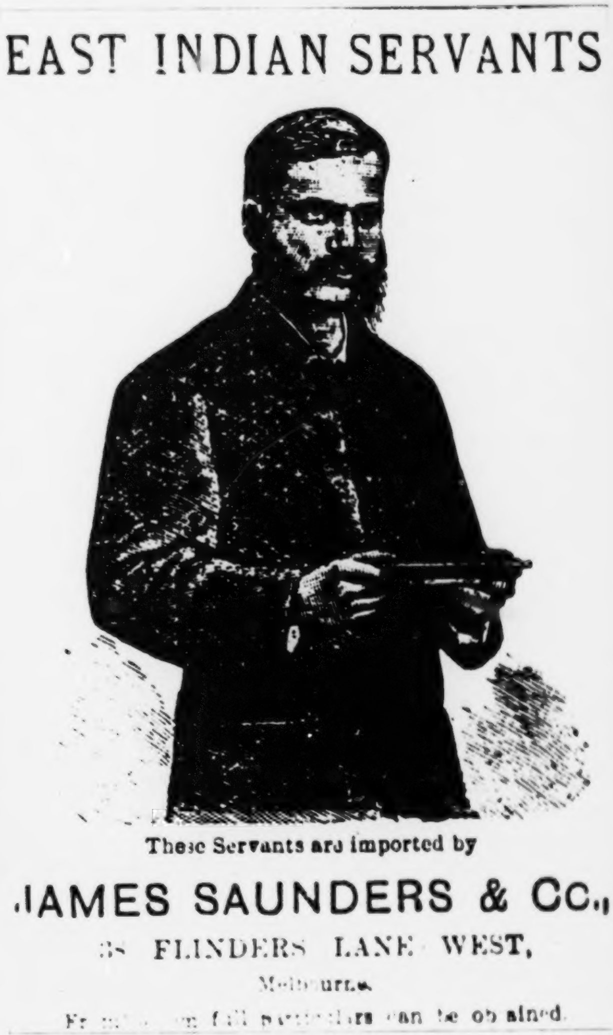
(*Source:* L. Bouvier, H. Shryock & H. Henderson, 'International Migration: Yesterday, Today and Tomorrow', *Population Bulletin*, vol. 32, no. 4, 1977, pp. 6–7.)

2.

Ross Alley, San Francisco's Chinatown, 1890s

(*Source*: L. Pan, *Sons of the Yellow Emperor*, Little, Brown, 1990, plate 7.)

3.



EAST INDIAN SERVANTS

These Servants are imported by

JAMES SAUNDERS & CO.,

38 FLINDERS LANE WEST,

Melbourne.

From whom full particulars can be obtained.

An 1883 advertisement

(*Source*: National Library of Australia, reproduced in M. Dugan & J. Szwarc, *There Goes the Neighbourhood!*, Macmillan, 1984.)

4 The Indian people have not been captured and sold as slaves, at least in modern times. A great many of them have been persuaded to migrate as *contract* or *indentured labour*. After about 1850 many thousands migrated in this way to South Africa, Fiji, Ceylon and Malaya. If they went as *contract labour* they promised to work for an employer for a period, usually five years, after which the employer promised to send the worker back to India. If they went as *indentured labour* the migrant worked for an employer for the same period in return for his passage. Afterwards he was given some money with which to start a new life in the new country.

(G. Finkel, *Migrants Who Had No Choice*, Nelson, 1970, pp. 7–8.)

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D A time-line of some of the major population movements around the world since the First World War

1920s	The First World War and its aftermath forced many Europeans to migrate as refugees. About 1.5 million Russians were dispersed and left stranded in Europe and the Far East as a result of the Russian Revolution (1917) and the Civil War which followed it (1917–23).
1930s	Dictatorships in Spain, Germany and Italy caused new flights of political refugees. Refugees from Spain sought safety in France and other countries during and after the Spanish Civil War. More than a million refugees, most of them Jews, left Germany to escape Nazi persecution. They fled to other European countries and overseas.
1940s	The devastation created in Europe by the Second World War caused more than a million displaced persons, mainly from central and eastern Europe, to migrate to the traditional migrant-receiving countries: the United States, Australia, Canada. Mass transfers of people occurred between India and Pakistan after their partition in 1947. About 6–7 million Muslims left India for Pakistan and about the same number of Sikhs and Hindus fled to India.
1950s	Poor economic conditions in European countries such as Italy and Greece prompted hundreds of thousands of Europeans to migrate to the United States, Australia, Canada and Latin America.
1960s	Economic recovery in northern European countries such as Germany and France, created a demand for foreign workers. Guest workers from poorer southern and eastern European countries such as Portugal, Spain, Italy, Turkey and Yugoslavia, and from Mediterranean countries such as Tunisia, Algeria and Morocco, migrated to Northern Europe to work.
1970s	The Viet Nam conflict and the collapse of the Cambodian and South Vietnamese governments in 1975 produced thousands of Indochinese refugees, who escaped from Viet Nam, Cambodia and Laos to nearby countries such as Hong Kong, Thailand and Malaysia, where many of them were held in refugee camps before settling in other countries such as Australia, Canada and the USA. Following the huge increase in oil prices in 1973, oil-producing countries in the Middle East (Saudi Arabia, Iraq, Kuwait and the United Arab Emirates) sought large numbers of contract workers to service the high rates of economic growth.
1980s	Millions of people migrated to the Middle East countries as guest workers from neighbouring Arab countries and from Asian countries such as the Philippines and Indonesia. The massacre of pro-democracy student demonstrators in Tiananmen Square, Beijing (4 June 1989), prompted many Chinese students, some already overseas, to seek asylum in countries such as Australia and the USA. Business people and workers from Hong Kong began moving to other countries, including Australia, in anticipation of the colony's return to Chinese control in 1997.
1990s	The collapse of the Communist system in Eastern Europe, political and economic instability, and the opening of borders produced a tide of migrants from Eastern Europe seeking asylum or a better way of life in Western Europe. This new freedom of movement was symbolised by the breaching of the Berlin Wall in 1989, and the subsequent movement of people between East and West Germany.

SOURCE 2

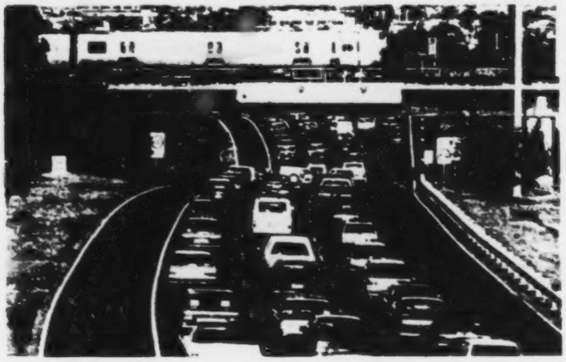
Images of migration pressures

Africa.

(*Source:* United Nations Fund for Population Activities, *Population and the Environment: The Challenges Ahead*, UNFPA, 1991, p. 8.)

A Vietnamese car worker at the Nissan factory in Springvale, Melbourne.

(*Source:* J. Jupp (ed.), *The Australian People*, Angus & Robertson, 1988, p. 838.)



Peak-hour traffic.

(*Source:* D. Drake et al., *Australian Studies Resource Book*, Jacaranda, 1991, p. 87. Courtesy Coo-ee Picture Library, Melbourne.)

Soviet tanks roll through the streets of Budapest, Hungary, ▶ October 1956.

(*Source:* H. Martin, *Angels and Arrogant Gods*, AGPS, 1989, p. 30.)

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SOURCE 3

A Varieties of migration

Permanent migration

Permanent migration refers to the movement of persons to another country for long term settlement. Although significant numbers of immigrants may be entering, residing and even remaining, permanently in many other countries, only four countries—the United States, Canada, Australia and New Zealand—would be considered the permanent immigration countries.

Although these countries have long favoured immigration and the number of permanent immigrants to Canada and the United States rose in 1989, the immigration policies of these countries have generally become increasingly restrictive, giving preference to immigrants with assets, education, English proficiency and specific skills. It is likely that selection criteria will become more, rather than less, specific in the future.

Refugees, displaced persons and asylum seekers

A second major category of international migration comprises refugees, displaced persons and asylum seekers. Refugees are people who have fled their country of origin in fear of being persecuted because of their race, religion, nationality, political opinion or membership of a particular social group. Displaced persons are those who have been displaced either within or outside their own countries by war, civil strife, extreme poverty or natural disaster. Asylum seekers are those who move from their own country to another where they claim protection (DILGEA 1991a, 1991b).

According to the office of the United Nations High Commissioner for Refugees (UNHCR 1991), there are some 17 million refugees and persons of concern to the office worldwide. The largest concentration is in the Middle East and south Asia (9 797 200), with 5 443 450 in Africa, 737 600 in Europe and North America, 592 100 in east Asia and the Pacific, and 118 950 in Latin America and the Caribbean. Most refugees are located in Third World countries and 80 per cent are women and children (DILGEA 1991a, 1991b).

In any discussion about refugee movements, the influence of international migration, world population patterns, war and famine must be considered. Southeast Asia, for example, is a region that has suffered protracted warfare in the last several decades. Escaping from war, civil conflict, political persecution and economic hardship, millions of displaced persons in the region have been displaced from their own countries. Since 1975, some 2 million Indochinese have left Viet Nam, Laos and Cambodia (UNHCR 1991).

During the past decade, the western world has experienced a steep rise in the number of asylum seekers and undocumented immigrants from the Third World. In Western Europe alone, the number of asylum applications rose from about 70 000 in 1983 to 442 000 in 1990. The major political changes in Eastern Europe, which have made travel much freer, have had a further significant effect on these numbers, most noticeably in Germany. In 1989 the number of asylum seekers entering that country was 121 000. This number rose to 193 000 in 1990, and is expected to be well in excess of 200 000 by the end of 1991.

Over the last few years there has been a modest increase in Australia's Refugee and Humanitarian intake (comprising both people re-settled from overseas and those granted permanent residence in Australia on refugee or strong humanitarian grounds). In 1988-89, 10 887 people settled in Australia under this program. In 1989-90 the number rose to 11 948, and in 1990-91 it was 11 126.

Temporary labour migration

The third major type of international migration is temporary labour migration. After the Second World War the countries of Western Europe received large numbers of immigrants but much of this immigration was seen by many of the countries as temporary labour or 'guest-worker' migration rather than permanent migration. Western European countries recruited guest workers to ease their tight labour markets during the 1960s and 1970s. The intention was that all temporary migrants would eventually return home. However, there were strong economic incentives for employers to renew the contracts of temporary workers to avoid the need for training programs.

Combined with economic and political instability in the Third World, some 5 million of the 30 million immigrant workers who came to Western Europe remained in the labour force and were subsequently joined by more than 8 million immediate and extended family members. Thus, the 'temporary' labour immigration to Western Europe resulted in the permanent immigration of approximately 13 million people (Teitelbaum & Winter 1985, p. 90).

Illegal immigration

The flows of illegal immigrants have persisted in a number of countries. These flows have been fostered by the demographic imbalance between the developing and the developed countries (rapidly growing Third World populations), differentials in economic growth, employment opportunities and wages, and a demand for low wage workers in a number of developed countries. The scale of illegal immigration to the United States is massive. It has been estimated that about 3 million illegals enter the United States successfully every year, with perhaps 25 per cent of them remaining permanently (Behar 1990). In early 1987 it was estimated that the illegal resident population of the United States stood at between 4 and 5 million. Overall there may be between 10 and 15 million illegal immigrants in different parts of the world (Hall 1989).

(A. Borowski & J. Shu, *Australia's Population Trends and Prospects 1991*, AGPS, Canberra, 1992, pp. 28-30.)

Illegal immigrants are those who enter a country without the necessary permit or, as is often the case, those who enter a country legally but then remain after their authorised period of stay has ended.

B Guest workers in Germany

Turkish workers in a BMW car factory in West Germany.
(*Source*: P. Ogden, *Migration and Geographical Change*, Cambridge University Press, 1984, p. 24.)

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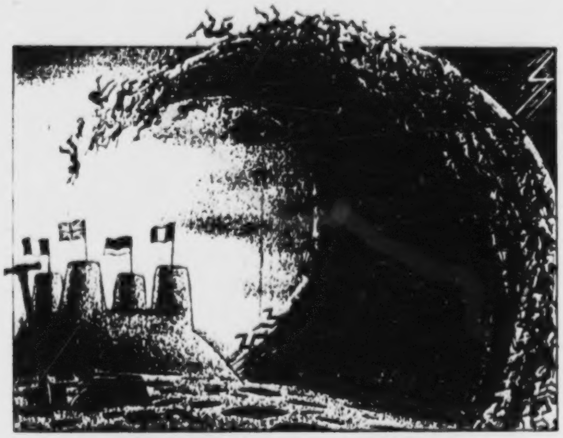
SOURCE 4

A The human tide

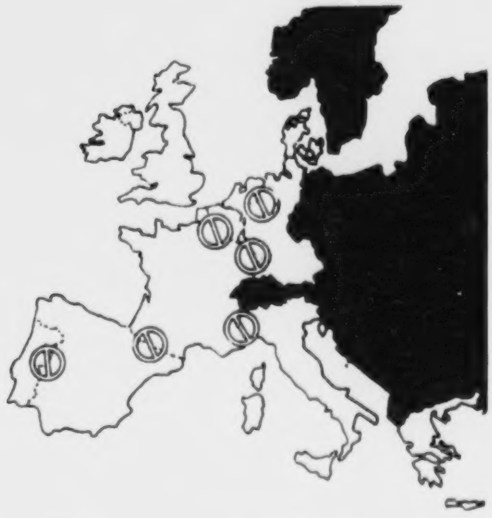


The Human Tide

William Wallace on a world on the move

(*Source: New Statesman*, 17 May 1991.)

B Europe without frontiers



(*Source: Completing the Internal Market: an area without internal frontiers*, Office for Official Publications of the European Communities, 1989, p. 13.)

As part of the plan to create a common market, the 12 countries which make up the European Community have adopted a principle of free movement of people within the Community to take effect on the 1st of January, 1993. The objective is to eventually remove all the border controls at the frontiers *inside* the Community, although controls at external borders and points of arrival will be maintained.

C The other Fortress Europe

Exploding populations plus stagnant economies will force more and more North Africans to get to Europe by fair means or foul. According to one model used by the European Commission, the Arab countries of the Mediterranean seaboard will have 100 million more mouths than they can easily feed by the year 2000. In Eastern Europe and the Soviet Union, freer foreign travel is opening new possibilities for voluntary economic exile. Once they are inside the Community, newcomers will in theory be free to move around at will in the internal-frontier-free single market planned after 1992.

At present there are 8.2 million legal immigrants in the Community (12.5% of the population) ... but there are also about another 3 million without valid papers: reliable figures are obviously hard to come by.

In the north of the Community, hundreds of thousands of Poles are using their visa-free travel to Germany, France and the Benelux countries to get work in the unofficial economy ... Germany is bracing itself for an influx of Soviet citizens when liberal emigration policies ... come into effect in 1993.

Although national immigration policy is set by each EC country, the commission wants members to harmonise the rules so that the post-1992 principle of free movement of people within the Community can work. The idea is that outsiders who require visas will get one valid for the entire Community. This will be checked at their first point of entry, leaving them as free as EC locals to move about once they are in. Unless everyone applies the rules in more or less the same way, some countries will blame others as visitors entering on tourist visas swell the numbers of illegal immigrants.

Some members ... argue that single-market freedoms should apply to EC citizens only. The problem is how to separate non-EC citizens from locals, say, on an 'international' flight from Paris to London so that immigration staff can check their visas. Another worry is that countries which serve mainly as transit points might not apply strict enough controls. It is said darkly, for example, that the Spanish authorities might be readier to grant Moroccans tourist visas, in the knowledge that their final destination will be France.

(© *The Economist*, London, 1 June 1991.)

D Making a stand for Somalia

◄

Zahra Jama is three years old and an orphan. Her parents died in March last year while fleeing the civil war in Somalia. Her father, who had already brought Zahra and her two brothers to Australia, had returned to Somalia to bring out his wife, who was eight months pregnant.

They were on a ship heading for Kenya, with 500 other people, when it sank. Only 130 passengers survived. Nasra Ahmed, Zahra's aunt in Melbourne, is now looking after Zahra and her brothers, as well as her own four children.

Yesterday, in the City Square, Zahra and more than 100 of the 300-strong Somali community gathered as part of the CARE Australia Stand Up For Africa appeal.

(E. Minter, *The Age*, 21 August 1992.)

E

Migrants fleeing drought in Africa. ►
(*Source*: Population Reference Bureau, *Connections*, Washington DC, 1991, p. 28.)

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F Yugoslavia

By August 1992, four months of conflict between Serbian, Croatian and Muslim forces in Bosnia (a former Yugoslav republic) had claimed the lives of thousands of people and displaced almost two million others.

Q: What is happening to the refugees?

A: Between 1.5 million and 2 million people have been displaced in Yugoslavia. Many have remained in their home republics, drifting into areas they consider safe, or simply drifting. For some there are camps, food aid and other help. Some have found relatives to support them. Still more have fled across borders. Croatia alone is said to contain as many as 600 000 refugees—equivalent to one in eight of the population. It cannot hope to feed and accommodate them all; it is simply overwhelmed.

The outlook for these people is appalling. With winter coming—Balkan winters tend to be exceptionally harsh—the cold will become a serious problem, and with harvests and transport so badly disrupted there will be food shortages. Many more lives are likely to be lost.

(*Sunday Age*, 23 August 1992.)

G Crossing the Rio Grande

Another iron curtain: migrants cross at their peril to run the gauntlet of arrest and assault.

(A. Cawthorne, Mexico City, *New Internationalist*, July 1992, p. 29. *New Internationalist* monthly magazine available on subscription for $46.50 p.a. from 7 Hutt St, Adelaide, 5000.)

California Highway Patrol statistics show 250 illegal immigrants have been hit by cars in California since 1987—153 of them fatally.

The tense and chaotic US-Mexican border is a symbolic frontier between the First and Third Worlds.

Potential immigrants from troubled nations of Central and South America are becoming ever more ingenious in their bid to reach the supposedly better life offered in the US.

One technique they use at the crossing near Tijuana, in Mexico, is to gather in their hundreds, wait for the US border guards' change of shift when only a skeleton staff is on duty, then rush across in droves.

The few hapless officers are overwhelmed and can only catch one or two people, whilst the majority of the immigrants dive for safety and anonymity at the San Ysidro shopping centre on the US side of the border.

H The Berlin Wall

In a year filled with powerful images, none was more dramatic or more hopeful than the breaching of the structure that has stood for the harsh division between East and West. That event was the culmination of a process that began in May, when Hungary allowed East Germans to pour across its border to Austria. While many of East Germany's best and brightest voted with their feet, others gathered to chant 'We want to stay!' and demand political reforms.

(*Time Australia* magazine, 1 January 1990 p 13)

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SOURCE 5

A Refugees and Australia

The ACTU's ethnic liaison officer talks about the big picture on immigration with JOHN MASANAUSKAS.

Here is a sobering thought for those of us horrified by the recent arrival of a few hundred Cambodian boat people on our shores. In one 36-hour period last year, immigration officials in Austria had to cope with an influx of 10 000 asylum seekers from Eastern Europe.

Consider also a request by the Soviet Union to resettle in Western Europe, two million people living in radiation-contaminated land around Chernobyl — site of the world's worst nuclear power accident.

Suddenly, the prospect of dealing with a couple of hundred Cambodians is looking good. And even 20 000 Chinese students, many of whom are already integrated into Australian life, seem a drop in the ocean compared with the millions of people displaced around the world.

It is the view of Alan Matheson, ethnic liaison officer with the ACTU, that Australia can no longer make immigration and refugee decisions without heeding developments in the rest of the world. According to the latest data, the world has 15 million official refugees, six million people in refugee-like situations and another 18 million displaced within their own countries.

Western Europe has become home to people desperate for economic relief and political stability. West Germany, for example, is playing host to 120 000 asylum seekers. Switzerland, with a population of six million, has a record number of individuals searching for the same.

'I think one thing that Europe and North America have discovered is that no country can make isolated decisions,' said Mr Matheson, 'that no country is an island any longer and that it doesn't really matter whether you're a physical island or not.'

(*The Age*, 2 July 1990.)

B Impact of refugees on Australia

Australia ... [has] consistently rejected guest worker schemes and [we] are protected from irregular inflows by our geographic location and stringent visa system. We are, however, experiencing increasing flows of undocumented migrants. All indications are that strong immigration interest in Australia from the developing world will continue.

Despite its lack of land borders Australia has been affected significantly by spontaneous movements of people in its own region. Australia also recognises its international obligation to play a part in resolving refugee and humanitarian situations world wide.

While only a small number of people have sailed directly from Viet Nam to Australia, Vietnamese 'boat people' continue to arrive at an average of 2000 per month in countries of first asylum — that is, Hong Kong, Thailand, Indonesia and the Philippines. Asylum seekers from Laos, Cambodia and Viet Nam are still entering Thailand by land. Australia has resettled over 100 000 Indochinese refugees and continues to settle genuine refugees from countries of first asylum.

Another regional situation of concern to Australia is the presence of approximately 10 000 Irian Jayans who have crossed the border into Papua New Guinea. Since 1984 Australia has been a major donor of relief assistance, channelled through the United Nations High Commissioner for Refugees, for the care and maintenance of these people. Voluntary return is considered by UNHCR to be the most desirable solution to the border crosser situation, and during 1987 over 1000 Irianese were voluntarily repatriated.

(CAAIP *Understanding Immigration*, AGPS, 1987, p. 63.)

Each group should then report its findings to the rest of the class. Pooling their knowledge in this way, the class should now be able to identify and describe at least three different sorts of migration.

Review the evidence in Source 1.

- Which has been the largest migration in modern history?
- Why do you think the flow of migrants from Europe became particularly heavy in the 19th century?
- What 19th century invention made immigration easier?
- How has migration from Africa been different from other types of population movements in the period since 1600?
- What do you think might have been the main reasons for the migration of Indians and Chinese in the late 19th and early 20th centuries?
- How are ***indentured*** and ***contract labour*** different from slavery?

Mapping exercise

Read through the time-line of major population movements this century, Source 1D. Plot the direction of these migrations with arrows on a world map, Student Worksheet, using a legend (e.g. coloured lines, or dotted, broken, solid lines, etc.) to represent different movements. You may need to look at an atlas to locate some of the countries mentioned.

Extension activity

The time-line, Source 1D, is a selection of events and population movements since the First World War. Find other examples of events and population movements to add to the time-line.

Investigation 2: Why do people migrate?

There are many reasons why people choose to move (or are forced to move) from one country to another. These reasons fall into two main categories.

'Push' factors: conditions in a country which make people choose to move *from* it, to another country.

'Pull' factors: conditions in a country which make people choose to move *to* it.

Look carefully at the images in Source 2.
Classify each of these images according to whether you think it represents a 'push' factor or a 'pull' factor. Discuss in class what each image shows, whether it represents a push or pull factor. (Note that one image may represent a push *or* a pull, depending on the perspective of the viewer.)

In the grid below list all the push and pull factors hinted at in the photographs and any others that you can think of yourself. Review the documents in Source 1 to see if you can identify any other push and pull factors to add to the list.

'Push' factors	*'Pull' factors*

When people decide to migrate there are usually a *mix* of push and pull factors operating. Return to the introductory activity in this evidence file, and see if you can identify the mix of push and pull factors that were operating in (or influenced) your movements, or your family's movements, or those of someone else you know.

Investigation 3: What are the main types of international migration?

Look at the documents in Source 3. Briefly discuss the four major types of international migration. Then indicate whether the statements on the next page are true or false.

Summarise the information presented in Source 3 by making notes on each of the four types of international migration: permanent migration; refugees, displaced persons and refugees; temporary migration; illegal immigration. Things to consider when preparing your notes on each type of migration include: the reasons for the movement; its direction; the numbers involved; and other factors such as the implications for source and receiving countries.

Investigation 4: What are the current trends in international population movement?

The documents in Source 4 provide some information on recent trends in world population movements.

- What are some of the current trends in international migration?
- Which countries are most affected by these trends?
- Why do you think these countries are the ones that are most affected?

Represent these population movements graphically on a world map, Student Worksheet.

- What are some of the causes of mass movements in Europe since 1989?
- How will the removal of border controls inside the European Economic Community affect population movement in the area?

• A permanent migrant is someone who keeps moving from one country to another.	T / F
• Australia is one of the four main destinations for permanent migrants.	T / F
• Illegal immigrants are those who enter or remain in a country without permission from that country to do so.	T / F
• Refugees are mainly people who leave their homelands just because they want a better job or lifestyle in the new country.	T / F
• Temporary labour migrants and guest workers agree to work in another country for a fixed time.	T / F
• Only those people who enter a country without a permit are considered illegal immigrants.	T / F
• Fear of persecution causes refugees to leave their homeland and migrate to other countries.	T / F
• Permanent migrants are people who settle in another country.	T / F

Analysing media images

Investigate the way the media portrays world population movements. Analyse the language used in the media to describe population movements and the images used to represent them. Does the media use emotive language and images to portray population movement? How do you think such representations affect the reader/viewer? Begin by analysing the media reports presented in Source 4, then analyse current newspaper reports and news coverage of population movements on television news programs.

World news activity: Empathy

Imagine you are a television news journalist preparing a report on international migration for the world news segment of a nightly news program. Choose an area in the world (e.g. Europe, USA, Middle East). Write two or three paragraphs outlining the migration flows in that area. Questions to consider in writing this report include: Where are the migrants coming from? What are the reasons for these migration flows? What sort of migration is it (temporary labour, illegal, refugee, etc.)? You might also choose some particular examples to illustrate your points. Now think about the sorts of images that you would like to use to accompany your report. Write up your report and a list of accompanying images in a grid like the one below.

Text of report	*List of accompanying images*
	e.g. Breaching of the Berlin Wall 1989

Discuss your choice of language and images with other class members, and perform your script in class.

Investigation 5: To what extent is Australia affected by current world population movements?

Refer to the world map showing current world population movements which you completed for Investigation 4. Compare Australia's geographic location in the world with the location of other countries such as the USA, Germany, France and Italy.

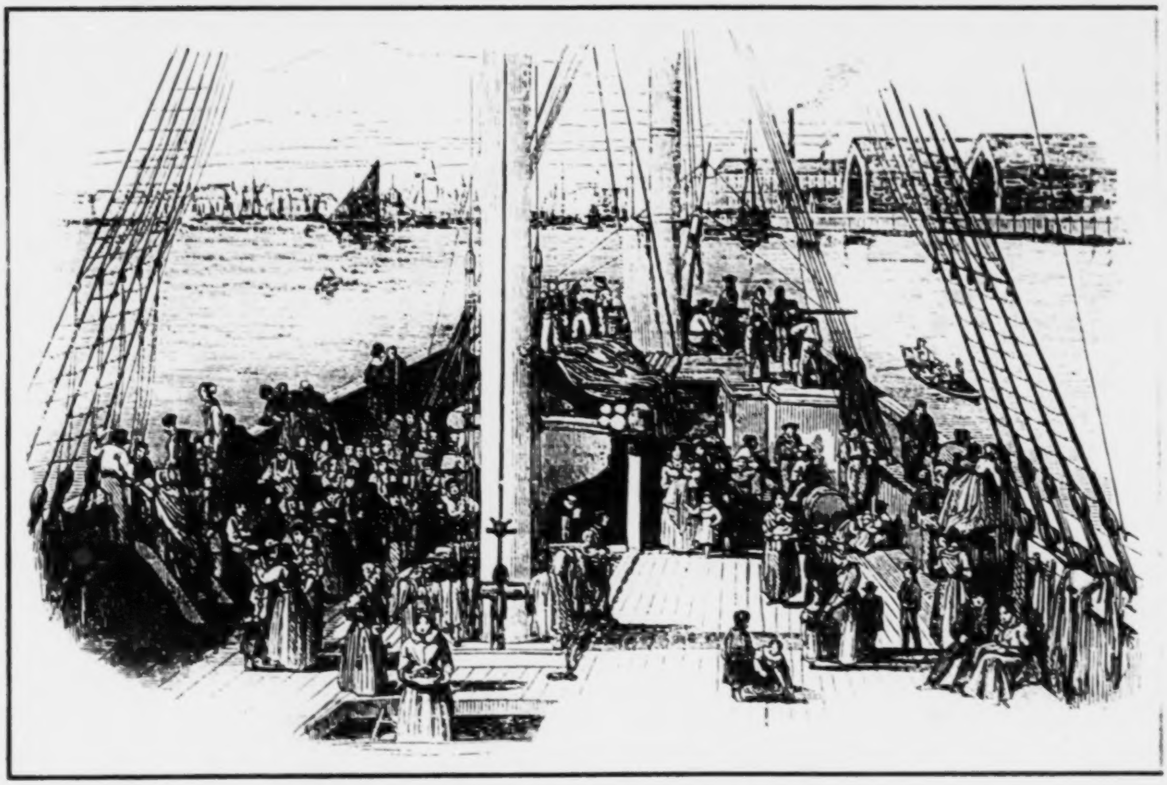
- In what ways is Australia's geographic location different from those of other countries?
- To what extent do you think Australia is 'insulated' from inflows of migrants by its geographic location?
- Now look at the documents in Source 5. Do they confirm your view?

Debate

'Australia is largely insulated from international migration movements, but Australia should accept the responsibility of playing a more active part.'

EVIDENCE FILE B

The History of Immigration to Australia



Passengers on board the *Artemisia*, the first immigrant ship to reach Moreton Bay, December 1848.

(*Source:* John Oxley Library; reproduced in D. Byrne, *With Courage and Hope: The Contribution of Six Migrant Communities to Life in Queensland (1838-1945)*, Division of Migrant Services, Department of Welfare Services, Queensland.)

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Investigation B

What part has immigration played in Australian history?

This evidence file examines the role immigration has played in Australia's history. It provides resources for an investigation of questions such as the following:

- What theories seek to explain the first arrivals in Australia?
- Who were the convicts?
- Who migrated to Australia between 1840 and 1890, and why?
- Why did Australia adopt the 'White Australia Policy'?
- Why did Australia set out on a large-scale immigration program after the Second World War?
- How have Australia's immigration policy and immigrant intake changed from 1973 to the present?

Suggested Strategies

Time-line of migration project

Using the chronologies presented in this evidence file as a guide, create a time-line of immigration to display on the classroom wall. The class could be divided into small groups, each given the responsibility to research different periods or aspects of Australian immigration history and to display their findings on the time-line, using both text and image. Migration to Australia can be put into context by creating a parallel line to show significant national and international events. Extend this activity by getting students to mark on the time-line when their family arrived in Australia, if known. Details or photos of their families' arrivals could be included. For some students, this activity may require interviewing family members or further research into their family history.

Sequencing exercise

An alternative to the time-line project mentioned above could be a sequencing exercise. Students should be presented with a number of illustrations and photographs representing different periods of Australia's immigration history and asked to order these in a chronological sequence. As they work though this evidence file, students may find they need to make alterations to the sequences they suggested beforehand. The illustrations and photographs for this exercise could be copied from this evidence file and other sources.

Investigation 1: What theories seek to explain the first arrivals in Australia?

Look at the documents in Source 1.

- Who do historians believe were the first people to settle in Australia?
- How did they arrive?
- How do Aboriginal beliefs explain the existence of people in Australia?
- What theories are put forward by Aboriginal and non-Aboriginal people about how Australia came to be inhabited?
- Who had contact with the Aborigines before the arrival of the Europeans?

Carry out further research to find out more about stories of the Dreamtime and archaeological theories concerning the peopling of Australia.

Investigation 2: Who were the convicts?

Look at the documents in Source 2.

- What sorts of people did Britain send to Australia?
- What sorts of crimes did they commit? List them in order of their seriousness.
- What happened to convicts once they were transported to Australia?
- Do you think transportation to Australia was a harsh sentence for the convicts? Explain.
- How did Aborigines react to the establishment of penal colonies in Australia?
- What was the extent of cultural diversity in the convict period?

Carry out further research to answer the following questions:

- How did Aborigines react to the invasion of their land by European settlers?
- What was life like for the convicts in NSW, Van Diemen's Land and other colonies?
- How did 'assisted immigration' and the 'Bounty system' operate?

The first 'refugees' to settle in Australia were German Lutherans who fled their homeland to escape religious persecution by King Frederick of Prussia. They established villages such as Klemzig and Hahndorf in South Australia during the 1830s. Do further research to find out more about these refugees and their settlements in Australia.

Investigation 3: Who migrated to Australia between 1840 and 1890, and why?

Examine the documents in Source 3.

SOURCE 1

A Origins of the Aboriginal people

Some Aboriginal people, maintaining their traditional beliefs, believe that they have lived in Australia since the Dreamtime, the era of creation.

> The Aranda people of Central Australia believe that sometime in the distant past, sleeping superhuman beings, who were at the one time human and animal, spontaneously broke through the surface of a cold and lifeless earth. As they did so, the sun began to shine, the winds blew and the rains came. These great ancestors then freed the humans and breathed life into them and into the land around them. They performed marvels, great creative deeds and composed stories and ceremonies to lay down guide-lines of behaviour. Then, weary from their efforts, they returned to the rocks, trees and water holes or to the sky. Similarly the people of Arnhem Land believe that their life began when the Djanggawul sisters and their brother came across the sea from the north bearing their sacred mat and dilly bag from which all life was produced.
>
> (R. Broome, *Aboriginal Australians*, George Allen & Unwin, 1982, p. 9.)

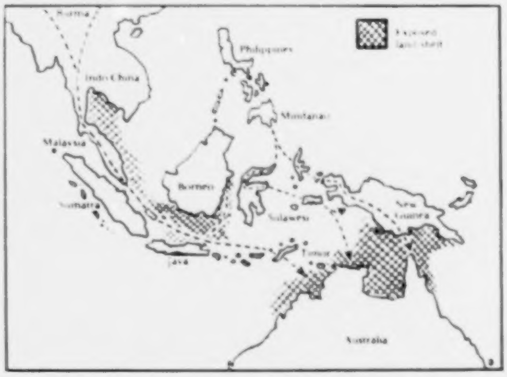
Aboriginal stories such as these are preserved through oral tradition. Some of these stories include the arrival of ancestors by canoe from overseas.

Historians and archaeologists argue that Aborigines came to Australia from Southeast Asia many thousands of years ago, when the sea levels were much lower than they are today, and when Papua New Guinea and Tasmania were both joined to the mainland. It is thought that they came by sea in canoes or rafts, perhaps surviving on cooked fish during the voyage.

Archaeological discoveries have revealed that the continent was inhabited by humans at least 40 000 years ago. It is possible that there were several waves of settlers. The dingo was introduced to Australia only 8000 to 4000 years ago, and it is thought that it was brought here by a later wave of settlers. There is little doubt that Aborigines were the first human inhabitants of the Australian continent.

Many years before Europeans came to Australia, the Aborigines established relationships with fishermen from the islands of Indonesia. Most of these were Macassans, from the island of Sulawesi, who came to Australia in boats called praus to fish for trepang—black sea slugs.

B



Possible migration routes from Southeast Asia during the lowered sea levels of the Ice Age.
(*Source*: E. Foster, *The Aborigines: From Prehistory to the Present*, OUP, 1985, p. 15.)

C

An Aboriginal rock painting of a Macassan prau
(*Source*: E. Foster, *The Aborigines: From Prehistory to the Present*, OUP, 1985, p. 25.)

SOURCE 2

A Chronology of key events, 1788–1840

1788	First European settlement in Australia established in Port Jackson, later named Sydney. The First Fleet brought approximately 1000 people from the British Isles and, of these, about three-quarters were convicts.
1793	The first (eleven) free settlers from England arrive in NSW and take up land between Sydney and Parramatta.
1804	Settlement of Hobart Town in Van Diemen's Land, later called Tasmania. Unsuccessful mutiny of convicts at Castle Hill, NSW.
1824	Moreton Bay, near present-day Brisbane, settled as a convict station.
1829	Swan River Settlement in Western Australia established.
1832	First shipload of assisted migrants arrive in Australia.
1834	First European settlement in Port Phillip District, later named Victoria.
1835	Bounty system introduced whereby free settlers received a bounty payment for each qualified person they encouraged to immigrate.
1836	First European settlement of South Australia.
1838	German Lutheran settlers begin arriving in South Australia.

B The convicts

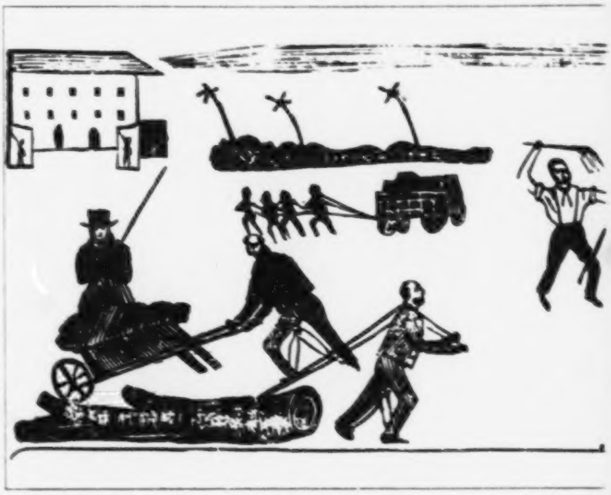
The structure of British society at the time ensured there would be a continuing supply of convicts for New South Wales. The enclosure of common land had forced rural poor into theft. Transportation would frequently become a substitute for execution.

The convicts sailed to Australia on chartered private ships and, for the women and men, the voyage could be barely tolerable or horrendous, depending on the avarice of the ship's owner or master. The Government paid the owner per convict head for food. Thus unscrupulous owners could increase their profit margins by equipping the vessels poorly and reducing rations.

The first free settlers landed in 1793 but, for the next forty years, their arrivals continued to be dwarfed by those of convicts: between 1788 and 1830, of a total of 77 000 arrivals only 18 per cent were free settlers.

(DILGEA, *Australia and Immigration 1788–1988*, AGPS, 1988, pp. 5, 7.)

C



Convict labour as depicted in an anti-transportation book in 1841.

(*Source*: Mitchell Library, State Library of New South Wales, reproduced in M. Dugan & J. Szwarc, *There Goes The Neighbourhood!*, Macmillan, 1984, p. 21.)

D Convicts landed in the Australian Colonies

	Colony						
Year	*New South Wales*	*Van Diemen's Land*	*Norfolk Island*[a]	*Moreton Bay*	*Port Phillip*	*Western Australia*	*Total*
1788-1795	4 717	-	-	-	-	-	4 717
1796-1803	3 548	294	-	-	[b]	-	3 858[c]
1804-1811	2 842	299[b]	-	-	-	-	3 148[c]
1812-1819	11 510	1 140	-	-	-	-	12 701[c]
1820-1827	14 809	7 514	-	-	-	-	22 354[c]
1828-1835	26 235	14 422	-	-	-	-	40 848[c]
1836-1843	13 726	21 342	617	-	-	-	35 980[c]
1844-1851	1 100	17 429	1951	517	1727	977	23 701
1852-1859	-	4 047	-	-	-	4468	8 515
1860-1868	-	-	-	-	-	4198	4 198
Total[c]	78 487	66 487	2568	517	1727	9643	160 020

a. Norfolk Island arrivals were included in New South Wales figures until 1840.
b. Convicts landed at Port Phillip in 1803 were transferred to Van Diemen's Land in 1804.
c. Includes 591 convicts from British colonies, who were landed in either New South Wales or Van Diemen's Land.
Source: J. Jupp (ed.), *The Australian People*, Angus & Robertson, 1988, p. 25.

E Aborigines and convicts

The Aborigines were dismayed to discover that the visitors were staying indefinitely. Equally dismaying were some of the events of the first few weeks which they observed: drunkenness and fighting, the flogging of convicts and the first hanging. Conflicts occurred with growing frequency as Aborigines fought doggedly for their land, to which they had both economic and spiritual rights.

(L. Lippmann, *Generations of Resistance*, 2nd edn, Longman Cheshire, 1991, p. 4.)

F Aborigines and European settlement

European settlement had a disastrous effect on the Aborigines. Many Aborigines were shot or poisoned by European settlers, and many others died of diseases introduced by the Europeans. Historians have estimated that the Aboriginal population fell from at least 300 000 in 1788, when European settlement began, to less than half this amount in 1840.

(E. Foster, *The Aborigines: From Prehistory to the Present*, OUP, 1985, p. 47.)

G The convicts

The first thirty three years of settlement from 1788 were marked by the arrival of nearly 30 000 convicts and 4500 settlers… Most of the convicts came from the British Isles. The largest group were English, with the Irish next, followed by a good number of Scots and Welsh. Most of the convicts were male, with about a fifth of those transported being female…

As well as those convicts born in Britain, there was a number of convicts who were born outside the British Isles but who were convicted of crimes undertaken in Britain and were subsequently transported to the colony. Various scholars studying transportation have brought to light information about 'foreign born' convicts. L. L. Robson came across convicts who were born in the United States, Canada, Holland, France, Germany, Sweden, Denmark, Portugal, Italy, Gibraltar, St Helena, Cape of Good Hope, 'African countries', Mauritius, Madagascar, the Persian Gulf, Muscat, India and East India. J. S. Levi found Jewish offenders who were born in France, Austria, Czechoslovakia, Poland, Hungary, Latvia, Russia and Egypt…

This diversity of people highlights the pluralistic nature of settlement of the fifth continent in the early days.

(R. Cigler & M. Cigler *Australia: A Land of Immigrants*, Jacaranda, 1985, pp. 38-41.)

A prison ship in Portsmouth Harbour, an 1828 etching.
(DILGEA, *Australia and Immigration: 1788-1988*, AGPS, 1988, p. 7.)

H Letter of convict John Slater, sentenced to transportation for life in 1817

On the arrival of a ship of prisoners, the Govenor's Secretary goes on board, accompanied by the principal Superintendents of convicts, and the tradesmen in the service of government, for instance, carpenters, bricklayers &c. are selected for the several branches they pretend to. Servants also, of certain descriptions, are appropriated to such gentlemen as may want them, and what remain unengaged, are then sent to the different outposts to supply the settlers who may seek for their aid. It is no uncommon matter to see a jeweller, a clerk, or a tailor, with a reaping-hook in his hand cutting grain, or with an axe falling a tree. Hard work and hard fare is generally the lot of a settler's man, but I am fortunate and remain at Sydney…

(M. Dugan & J. Szwarc *Australia's Migrant Experience*, Edward Arnold, 1987, p. 8. Courtesy Australian Institute of Multicultural Affairs.)

Convict labour in Sydney in 1821.
(M. Dugan & J. Szwarc, *There goes the neighbourhood!*, Macmillan, 1984, p. 19.)

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SOURCE 3

A Chronology of key events, 1840–90

1848	Caroline Chisholm establishes Family Colonisation Loan Society to provide financial support for family migration.
1851	Gold discoveries in Victoria and New South Wales attract large numbers of immigrants from Europe, the USA and China.
1852	Last convicts transported to the eastern colonies.
1855	Victoria passes legislation to limit entry of Chinese.
1861	Anti Chinese riots at Lambing Flat gold field in New South Wales. *Chinese Restriction Act* limits the number of Chinese entering New South Wales.
1863	Labourers from the Pacific Islands brought to Queensland.
1873-90	Assisted immigration declines in most colonies.
1890	A severe economic depression in the eastern colonies brings a virtual halt to immigration in the 1890s.

B Caroline Chisholm

Caroline Chisholm (1807–77), philanthropist and pioneer who worked to settle thousands of immigrants, particularly young women, safely in Australia. Portrait by A. C. Hayter.
(*Source:* National Library of Australia.)

C Gold diggings, Ararat

An oil painting by J. Roper in 1854 ▶
(*Source:* Dixon Galleries, Sydney; reproduced in DILGEA, *Australia and Immigration: 1788–1988*, AGPS, 1988, p. 14.)

D Gold and Chinese immigrants

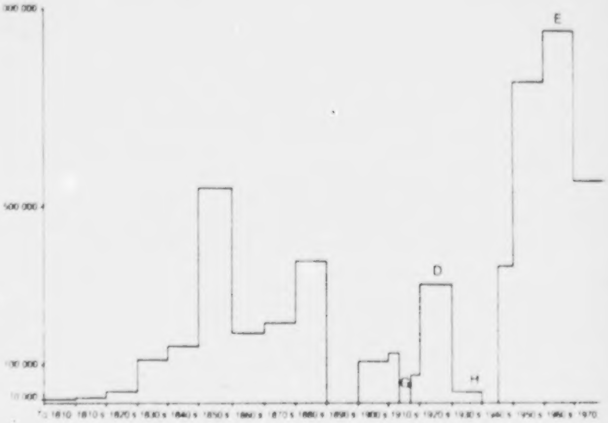
The discovery of gold in New South Wales and Victoria in 1851 resulted in a rapid expansion of Australia's population. In 1850 Australia's non-Aboriginal population numbered about 405 000 people. By the end of the gold-rush decade the population had more than doubled, reaching about 1 146 000. Gold-seekers came from all over the world, particularly Europe, the United States and China. Between 1851 and 1860 about 50 000 emigrants (many of whom received government assistance) left Britain for the Australian colonies. Almost 60 000 gold-seekers came from Continental Europe, at least 42 000 from China, and perhaps 10 000 from the United States of America.

The Chinese gold-seekers were the first significant wave of non-European migrants to arrive in the colonies. European diggers and colonialists generally reacted to the Chinese presence with hostility. Anti-Chinese articles appeared in the newspapers and, on the gold-fields, anti-Chinese riots broke out, especially when the gold became scarce.

In spite of the inflow of assisted and other immigrants, the supply of labour was not always sufficient to meet the needs of colonial entrepreneurs. Because of this shortage of labour, and also because European labour was considered unsuitable for the tropical conditions of the northern regions, the cane-growers of Queensland brought out Pacific Islanders to do the heavy manual jobs on their sugar-cane plantations. From 1863 the cane-growers paid shippers to bring Islanders to the cane-fields. The harsh treatment of the Islanders by shippers and cane-growers led to protests by European workers and clergymen. An Act of Parliament in 1868 sought to improve the treatment of the Islanders by assuring them wages of £6 a year, a return trip at the end of their contracts, and improved conditions on the ships.

Many unions and workers in Australia became strongly opposed to immigration in the last few decades of the 19th century, believing that it threatened their jobs. They were particularly opposed to the immigration of non-European people, whom they feared would work for lower wages. Like the European miners' resentment towards the industrious Chinese diggers in the 1850s, the resentment of European workers towards Pacific Islander and other non-European labourers helped to create the climate for the 'White Australia Policy' which was formally introduced in 1901.

E Immigration to Australia, 1800–1900



(*Source*: Adapted from M. Dugan & J. Szwarc, *Australia's Migrant Experience*, Edward Arnold, 1987, Appendix A. Courtesy Australian Institute of Multicultural Affairs.)

F Lambing Flat riot, 1861

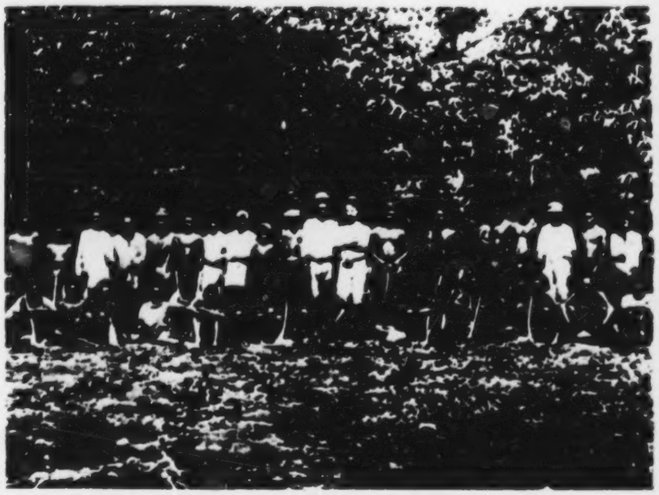
(*Source*: T. Dare, *Australia: A Nation of Immigrants*, Child & Associates, 1988, p. 101.)

SOURCE 4

A Chronology of key events, 1892–1945

1892	Gold-rush in Western Australia begins, bringing immigrants from overseas and from the eastern colonies.
1901	Federation: the six colonies come together to form the Commonwealth of Australia, a self governing member of the British Empire. The Constitution gives the Commonwealth the power to legislate on immigration, but the selection of immigrants remains with the States. The *Immigration Restriction Act* introduces a dictation test to exclude unwanted immigrants. The Act gives formal expression to the 'White Australia Policy'.
1903	*Naturalisation Act* excludes non-Europeans from the right to apply for naturalisation.
1904	Deportation of Pacific Islanders from Queensland begins.
1905	Schemes to assist and encourage British immigration revived.
1914-18	First World War reduces immigration. Thousands of German-Australians interned as 'enemy aliens' under the *War Precautions Act*.
1920	Federal Government accepts responsibility for immigrant selection.
1921	Federal Government takes control of all migrant operations in Britain.
1922	*Empire Settlement Act* is passed. It provides assistance for over 200 000 British immigrants to Australia in the following decade.
1929	The Great Depression begins, bringing immigration to a standstill.
1938	Australia agrees to accept European refugees fleeing Nazi persecution.
1939-45	Second World War reduces immigration.

B



Pacific Island labourers at Herbert River, Queensland, in the late 1880s.

(*Source*: John Oxley Library, Queensland, reproduced in M. Dugan & J. Szwarc, ***Australia's Migrant Experience***, Edward Arnold, 1987, p. 55. Courtesy Australian Institute of Multicultural Affairs.)

C Extracts from the *Immigration Restriction Act 1901*

252 No. 17 *Immigration Restriction.* 1901

IMMIGRATION RESTRICTION

No. 17 of 1901

An Act to place certain restrictions on Immigration and to provide for the removal from the Commonwealth of prohibited Immigrants.

[Assented to 23rd December, 1901.]

BE it enacted by the King's Most Excellent Majesty the Senate and the House of Representatives of the Commonwealth of Australia as follows:—

1. This Act may be cited as the *Immigration Restriction Act* 1901.

3. The immigration into the Commonwealth of the persons described in any of the following paragraphs of this section (hereinafter called 'prohibited immigrants') is prohibited, namely:—

(a) Any person who when asked to do so by an officer fails to write out at dictation and sign in the presence of the officer a passage of fifty words in length in a European language directed by the officer;
(b) any person likely in the opinion of the Minister or of an officer to become a charge upon the public or upon any public or charitable institution;
(c) any idiot or insane person;
(d) any person suffering from an infectious or contagious disease of a loathsome or dangerous character;
(e) any person who has within three years been convicted of an offence, not being a mere political offence, and has been sentenced to imprisonment for one year or longer therefore, and has not received a pardon;
(f) any prostitute or person living on the prostitution of others...

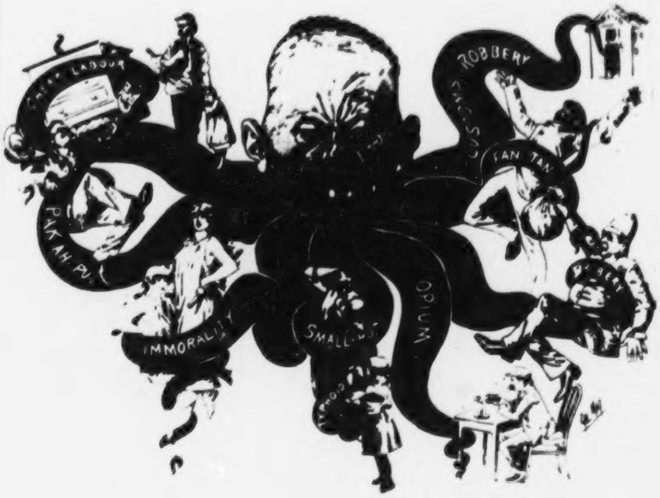
D

'Tisn't the colour I object to; that's nothin' —it's the spellin'

◄ A cartoonist's view of the *Immigration Restriction Act*
(Source: *Australia's Yesterdays*, Reader's Digest Services, Sydney, 1974, p. 27.)

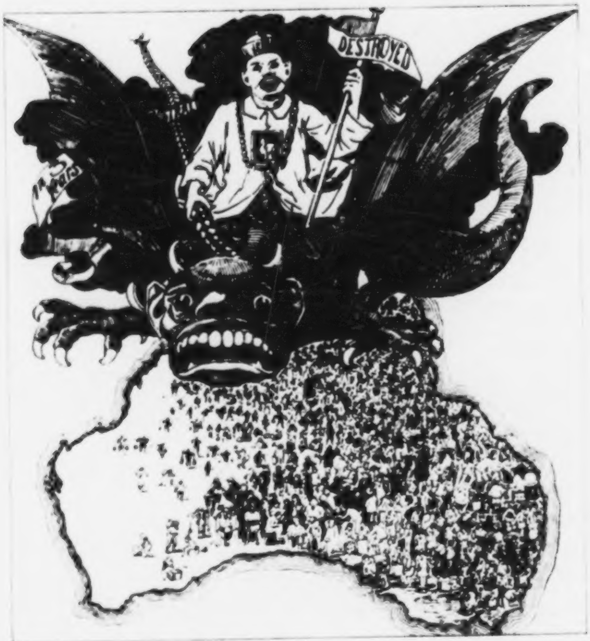
E Some cartoons of the time

1



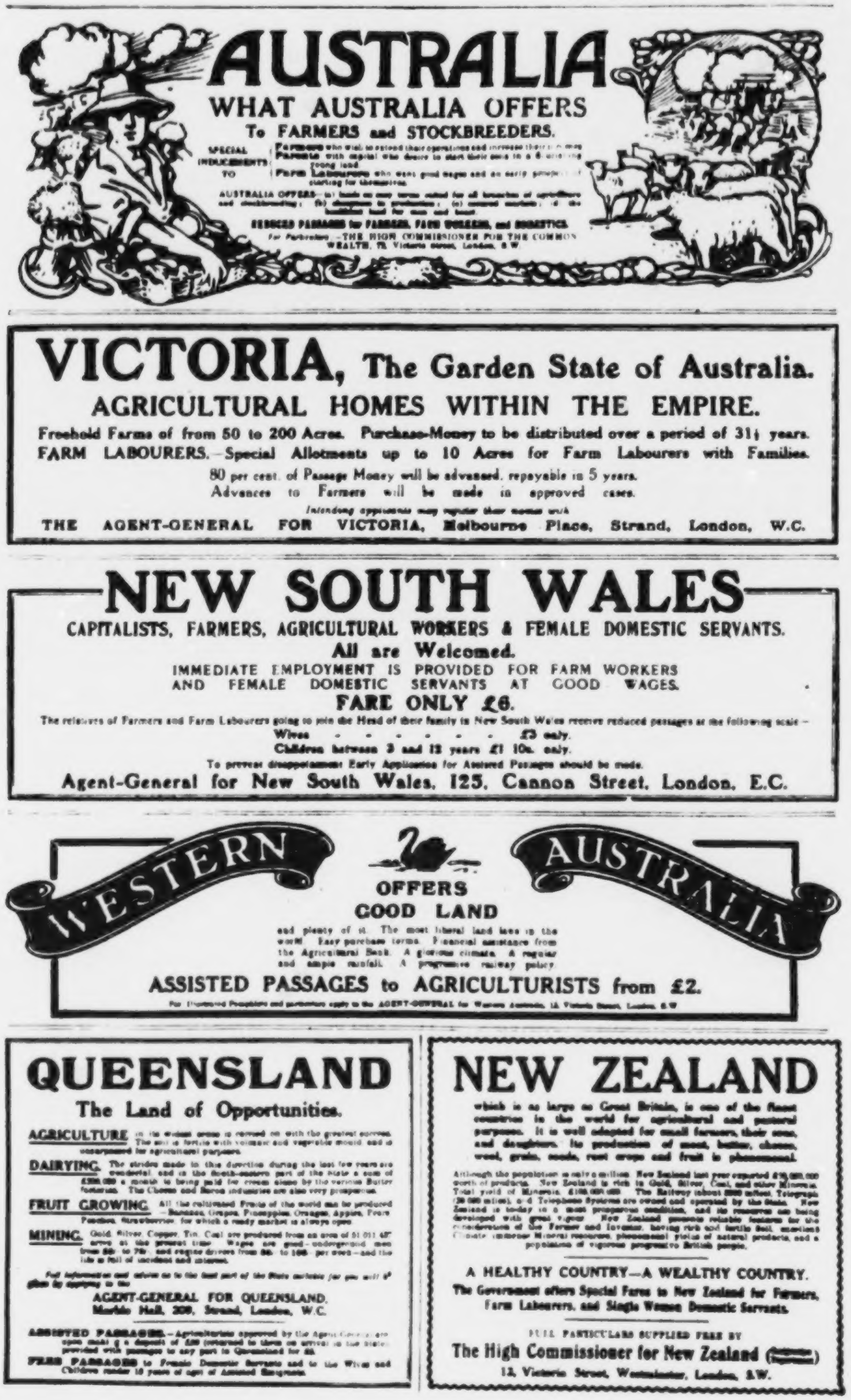
The Mongolian Octopus—His Grip on Australia
(*Source*: *The Bulletin*, 21 August 1886.)

2.



In 3 years Australia destroyed!
(*Source*: *Boomerang*, 14 July 1888, reproduced in M. Dugan & J. Szwarc, *Australia's Migrant Experience*, Edward Arnold, 1987, p. 61. Courtesy Australian Institute of Multicultural Affairs.)

F Advertising Australia



AUSTRALIA

WHAT AUSTRALIA OFFERS

To FARMERS and STOCKBREEDERS.

SPECIAL INDUCEMENTS TO
- Farmers who wish to extend their operations and increase their [illegible]
- Parents with capital who desire to start their sons in a flourishing young land
- Farm Labourers who want good wages and an early prospect of starting for themselves.

AUSTRALIA OFFERS—(a) lands on easy terms suited for all branches of agriculture and stockbreeding; (b) [illegible]; (c) assured markets; (d) the healthiest land for man and beast.

REDUCED PASSAGES for FARMERS, FARM WORKERS, and DOMESTICS.

For Particulars.—THE HIGH COMMISSIONER FOR THE COMMONWEALTH, 72, Victoria Street, London, S.W.

VICTORIA, The Garden State of Australia.

AGRICULTURAL HOMES WITHIN THE EMPIRE.

Freehold Farms of from 50 to 200 Acres. Purchase-Money to be distributed over a period of 31½ years.

FARM LABOURERS.—Special Allotments up to 10 Acres for Farm Labourers with Families.

80 per cent. of Passage Money will be advanced, repayable in 5 years.

Advances to Farmers will be made in approved cases.

Intending applicants may register their names with

THE AGENT-GENERAL FOR VICTORIA, Melbourne Place, Strand, London, W.C.

NEW SOUTH WALES

CAPITALISTS, FARMERS, AGRICULTURAL WORKERS & FEMALE DOMESTIC SERVANTS.

All are Welcomed.

IMMEDIATE EMPLOYMENT IS PROVIDED FOR FARM WORKERS AND FEMALE DOMESTIC SERVANTS AT GOOD WAGES.

FARE ONLY £6.

The relatives of Farmers and Farm Labourers going to join the Head of their family in New South Wales receive reduced passages at the following scale—

Wives - - - - - - - £3 only.

Children between 3 and 12 years £1 10s. only.

To prevent disappointment Early Application for Assisted Passages should be made.

Agent-General for New South Wales, 125, Cannon Street, London, E.C.

WESTERN AUSTRALIA

OFFERS

GOOD LAND

and plenty of it. The most liberal land laws in the world. Easy purchase terms. Financial assistance from the Agricultural Bank. A glorious climate. A regular and ample rainfall. A progressive railway policy.

ASSISTED PASSAGES to AGRICULTURISTS from £2.

For Illustrated Pamphlets and particulars apply to the AGENT-GENERAL for Western Australia, 15, Victoria Street, London, S.W.

QUEENSLAND

The Land of Opportunities.

AGRICULTURE in its widest sense is carried on with the greatest success. The soil is fertile with volcanic and vegetable mould, and is unsurpassed for agricultural purposes.

DAIRYING. The strides made in this direction during the last few years are wonderful, and in the South-eastern part of the State a sum of £[illegible] a month is being paid for cream alone by the various Butter factories. The Cheese and Bacon industries are also very prosperous.

FRUIT GROWING. All the cultivated Fruits of the world can be produced—Bananas, Grapes, Pineapples, Oranges, Apples, Pears, Peaches, Strawberries, for which a ready market is always open.

MINING. Gold, Silver, Copper, Tin, Coal are produced from an area of [illegible] acres at the present time. Wages are good—underground men from [illegible] to [illegible], and engine drivers from [illegible] to [illegible] per week—and the life is full of incident and interest.

Full information and advice as to the best part of the State suitable for you will be given by applying to the

AGENT-GENERAL FOR QUEENSLAND,
Marble Hall, 209, Strand, London, W.C.

ASSISTED PASSAGES.—Agriculturists approved by the Agent-General are upon making a deposit of £[illegible] (returned to them on arrival in the State) provided with passages to any part in Queensland for £[illegible].

FREE PASSAGES to *Female Domestic Servants* and to the Wives and Children under 18 years of age of Assisted Emigrants.

NEW ZEALAND

which is as large as Great Britain, is one of the finest countries in the world for agricultural and pastoral purposes. It is well adapted for small farmers, their sons, and daughters. Its production of meat, butter, cheese, wool, grain, seeds, root crops and fruit is phenomenal.

Although the population is only a million, New Zealand last year exported £[illegible] worth of products. New Zealand is rich in Gold, Silver, Coal, and other Minerals. Total yield of Minerals, £[illegible]. The Railway (about [illegible] miles), Telegraph ([illegible] miles), and Telephone Systems are owned and operated by the State. New Zealand is today in a most prosperous condition, and its resources are being developed with great vigour. New Zealand presents reliable features for the consideration of the Farmer and Investor, having rich and fertile Soil, excellent Climate, immense Mineral resources, phenomenal yields of natural products, and a population of vigorous progressive British people.

A HEALTHY COUNTRY—A WEALTHY COUNTRY.

The Government offers Special Fares to New Zealand for Farmers, Farm Labourers, and Single Women Domestic Servants.

FULL PARTICULARS SUPPLIED FREE BY

The High Commissioner for New Zealand ([illegible])
13, Victoria Street, Westminster, London, S.W.

(*Source: Standard of Empire*, 3 February 1911; reproduced in J. Jupp (ed.), *The Australian People*, Angus & Robertson, 1988, p. 87.)

SOURCE 5

A Chronology of key events, 1945–73

1945	Second World War ends, leaving millions of people in Europe stranded outside their homelands. Many of these 'displaced persons' lived in appalling circumstances in camps in Western Europe, unable to return to their former countries which had been annexed by the USSR.
1946	Commonwealth and State Ministers confer in Canberra on Australia's Immigration Program. Australia agrees to provide free and assisted passages for selected British immigrants.
1947	Post-war immigration boom begins. First post-war free and assisted British immigrants arrive in Australia. Australia agrees with the International Refugee Organisation to settle 'displaced persons' from war-torn Europe. Large numbers of European refugees and voluntary migrants arrive in Australia over the following decade. First Commonwealth immigrant reception and training centre for non-British immigrants established at Bonegilla, Victoria.
1948	Immigration agreement made with Malta.
1949	Australian citizenship created.
1951	Immigration agreements made with Italy and the Netherlands.
1952	Immigration agreements made with Austria, Belgium, Greece, West Germany and Spain.
1957	'Bring out a Briton' campaign begins.
1958	*Migration Act* abolishes the 'dictation test' and replaces it with an entry permit system.
1959	Assisted passages costing £10 offered to Britons.
1966	Restrictions on non-Europeans immigrating and becoming citizens are eased.
1967	Immigration agreement made with Turkey.
1973	Policy of non-discrimination on the grounds of race, colour or nationality in the selection of immigrants adopted.

B

A camp for displaced persons in Europe after the Second World War.
(*Source: Immigration in Focus, 1946–1990*, AGPS, Cat. no. 47/15/5, 1990.)

C

Bathurst Migrant Reception Centre in 1951
(*Source: Immigration in Focus, 1946–1990*, AGPS, Cat. no. 51 22 31 1990.)

D Post-war immigration

The Second World War may be regarded as a dividing scene in the ongoing drama of Australia's immigration history. It separated off in time the economic disaster of the Depression which brought immigration to a virtual standstill. Our economy was depleted; production was in the doldrums; community services were in decline. Australia was feeling the scars of depression and war.

The country needed thousands of houses, schools, hospitals and other public amenities. Power blackouts were common. Principal exports such as coal and iron had fallen off drastically once the war demand was not there to be met. Australia's belt was so tight that the country was holding its breath.

But Australia, the lucky country (although it did not quite recognise the fact itself), showed an enormous potential, particularly in minerals, and an exciting capacity for growth. There was only one way to go on the graph—upwards. All Australia needed was that most important resource of all—people.

The need was emphasised by the realisation engendered through the terrible war years—that so small a population in charge of such a vast land was under-protected and vulnerable. It was clear, too, that Britain would no longer be able to come to Australia's defence.

The scene was set for our extraordinary post war immigration program. The Federal Department of Immigration was born.

Arthur Calwell, our first Minister for Immigration, expressed the program's philosophy in a speech to the House of Representatives in November 1946:

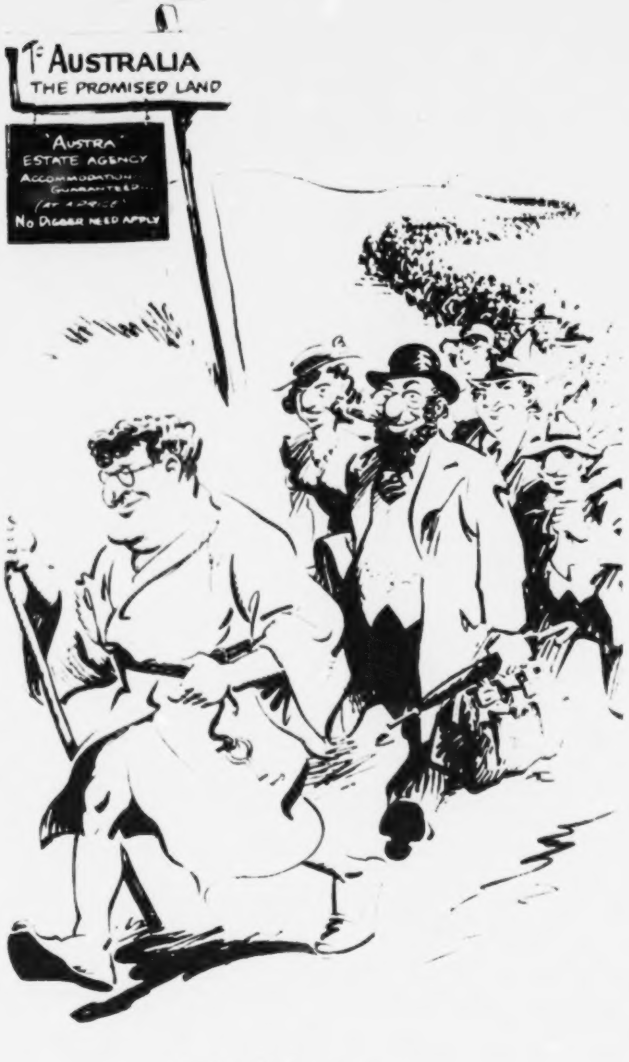
> There was a time just four years ago when Australia faced its gravest peril. Armies recruited from the teeming millions of Japan threatened to overrun our cities and broad hinterland. They were so many. We were so few. Today we are at peace. But, while all of us must work to perpetuate that peace, let us not forget that armed conflict remains a grim possibility, both in the New World and in the Old—a possibility against which we must guard with all the intelligence, all the realism, and all the energy that we can muster…
>
> The days of our isolation are over. We live in an age when the earth's surface seems to be contracting under the influence of scientific discoveries that almost baffle our imagination. The call to all Australians is to realise that, without adequate numbers, this wide brown land may not be held in another clash of arms, and to give their maximum assistance to every effort to expand its economy and assimilate more and more people who will come from overseas to link their fate with our destiny.

(DILGEA, *Australia and Immigration 1788–1988*, AGPS, 1988, p. 27.)

E

Prime Minister Ben Chifley and Immigration Minister Arthur Calwell greet first post war immigrants, a party of British building tradesmen who arrived at Sydney in January 1947.
(*Source: Immigration in Focus 1946–1990*, AGPS, Cat. no. 47 4A 4, 1990.)

F To Australia the promised land



Cartoon expressing opposition to Calwell's immigration scheme
(*Source: The Bulletin*, 19 February 1947.)

G Attitudes to European immigration

In the early years there was considerable opposition to the Government's immigration program, and in particular to the immigration of non-British immigrants. Much of this opposition was directed against the immigration of displaced persons from war-torn Europe, many of them Eastern Europeans and Jews. There was also resentment against migrants from southern European countries such as Italy and Greece. Non-British migrants from Europe were subjected to various forms of racism ranging from name-calling to discrimination and acts of violence. It was partly because of this opposition to the program that the Government made special efforts to promote immigration at home.

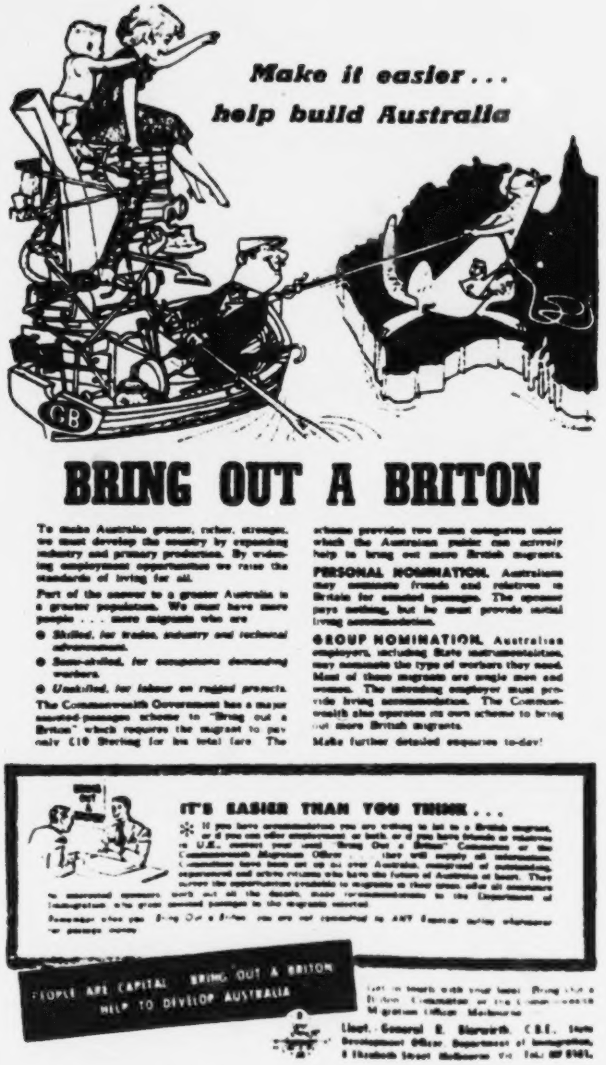
They'll help make Australia great.

(*Source: Australians of Tomorrow*, a government pamphlet of 1948 reproduced in M. Dugan & J. Szwarc, *There goes the neighbourhood!*, Macmillan, 1984, p. 144.)

H

Immigrants arrive in Melbourne from Bonegilla migrant hostel ▶ to begin training as nurses, 1948.
(*Source: The Sun*, Melbourne, 5 January 1948.)

I



Make it easier . . .
help build Australia

BRING OUT A BRITON

To make Australia greater, richer, stronger, we must develop the country by expanding industry and primary production. By widening employment opportunities we raise the standards of living for all.

Part of the answer to a greater Australia is a greater population. We must have more people . . . more migrants who are

- *Skilled, for trades, industry and technical advancement.*
- *Semi-skilled, for occupations demanding workers.*
- *Unskilled, for labour on rugged projects.*

The Commonwealth Government has a major assisted-passages scheme to "Bring out a Briton" which requires the migrant to pay only £10 Sterling for his total fare. The scheme provides two more categories under which the Australian public can actively help to bring out more British migrants.

PERSONAL NOMINATION. Australians may nominate friends and relatives in Britain for assisted passages. The sponsor pays nothing, but he must provide initial living accommodation.

GROUP NOMINATION. Australian employers, including State instrumentalities, may nominate the type of workers they need. Most of these migrants are single men and women. The intending employer must provide living accommodation. The Commonwealth also operates its own scheme to bring out more British migrants.

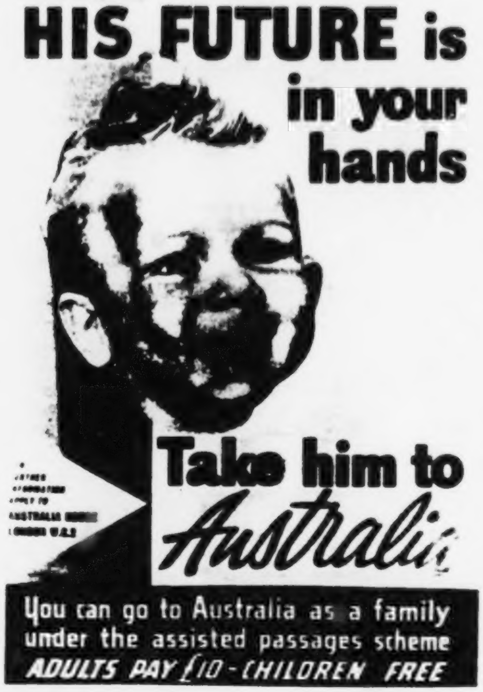
Make further detailed enquiries to-day!

IT'S EASIER THAN YOU THINK . . .

PEOPLE ARE CAPITAL · BRING OUT A BRITON · HELP TO DEVELOP AUSTRALIA

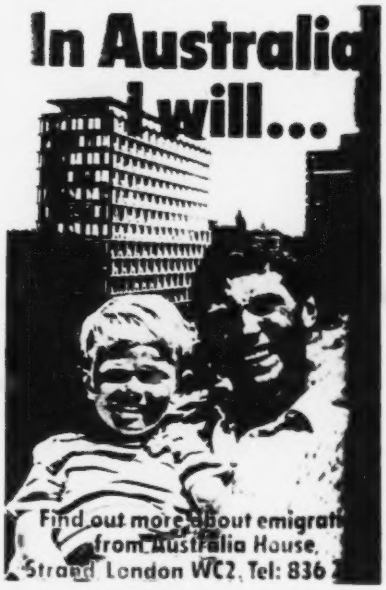
'Bring out a Briton' campaign advertisement.
(*Source: The Age*, 11 June 1958, reproduced in M. Dugan & J. Szwarc, *Australia's Migrant Experience*, Edward Arnold, 1987, p. 111. Courtesy Australian Institute of Multicultural Affairs.)

J


HIS FUTURE is in your hands
Take him to Australia
You can go to Australia as a family under the assisted passages scheme
ADULTS PAY £10 - CHILDREN FREE

'His future is in your hands.'
(*Source:* J. Jupp (ed.), *The Australian People*, Angus & Robertson, 1988, p. 416.)

K 'In Australia I will…'



Poster promoting immigration to Australia.
(*Source:* DILGEA, *Australia and Immigration: 1788–1988*, AGPS, 1988, p. 56.)

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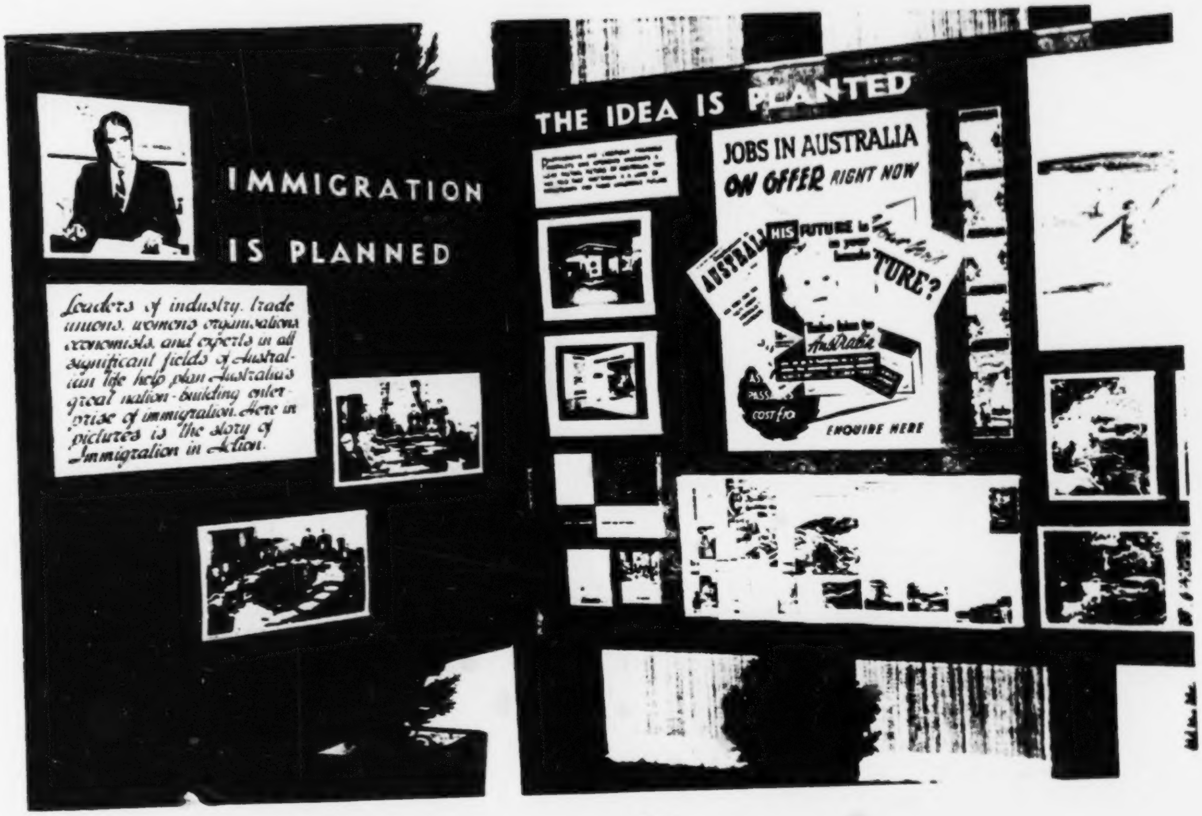
L



Leaders of industry, trade unions, womens organisations, economists, and experts in all significant fields of Australian life help plan Australia's great nation-building enterprise of immigration. Here in pictures is the story of Immigration in Action.

1957 'Immigration in Action' display
(*Source: Immigration in Focus 1946–1990*, AGPS Cat. no. 57/11/23, 1990.)

N

M Australia

australia
FUTURE!
£10 CAN TAKE YOU TO AUSTRALIA

▶
◀ Immigration Department window displays in London, 1957.
(*Source: Immigration in Focus 1946–1990*, AGPS Cat. no. 57/14/22, 1990 (above) and Cat. no. 62/14/29, 1990 (left).)

SOURCE 6

A Chronology of key events, 1973–92

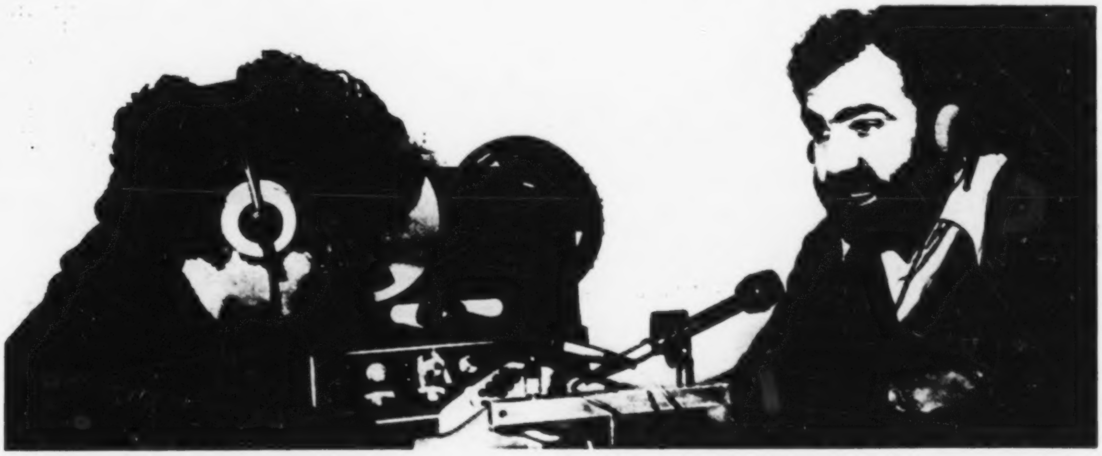
1973	Policy of non-discrimination on the grounds of race, colour or nationality in the selection of immigrants adopted by new Labor Government. Telephone Interpreter Service introduced.
1975	*Racial Discrimination Act* passed by Federal Government makes it unlawful to discriminate on grounds of race, colour, descent, national or ethnic origins. Ethnic radio stations 2EA in Sydney and 3EA in Melbourne begin broadcasting. First Vietnamese refugees resettled in Australia.
1976	First Indochinese refugees or 'boat people' arrive in Australia.
1977	Australian Immigration officers are stationed in Thailand to select Indochinese refugees for resettlement in Australia.
1979	Establishment of Community Refugee Settlement Scheme.
1980	Multicultural television station, Channel 0/28, begins transmission in Melbourne and Sydney.
1984	Comments on pace of Asian immigration by historian Geoffrey Blainey start a public debate on immigration.
1988	Australia's Bicentenary celebrations. FitzGerald Report fuels the immigration debate again by recommending a greater emphasis on skilled migration and questioning the policy of multiculturalism.
1991	Business migration program scrapped. Economic recession increases pressure on the Government to reduce migrant intake.
1992	Economic recession and high levels of unemployment underlie a cut in the migrant intake.

B

Mike Zafiropoulos, a DIEA officer in Victoria, is interviewed on SBS radio station 3EA in 1987 by Rena Frangioudakis, coordinator of the station's Greek-language program.

(*Source*: DIEA Photographic Archive, reproduced in ***BIR Bulletin***, no. 7, August 1992, p. 45.)

▼



C Background

A non-discriminatory immigration policy

The election of the Whitlam Labor Government in 1972 heralded a new age in immigration policy. The Government immediately repudiated the White Australia Policy and announced that future immigration would be based on the 'avoidance of discrimination on any grounds of race or colour of skin or nationality'.

Indochinese refugees

Changes in the pattern of immigration in the 1970s were caused mainly by international events. Australia played an important part in resettling Indochinese refugees after the Viet Nam War came to an end in 1975. The Communist victory forced many owners of private businesses to sell or relocate. People who had served in the army or the bureaucracy of the former South Vietnamese Government, anti-Communist intellectuals, religious leaders and others considered to be enemies of the State, were detained in re-education camps. Such conditions caused many Vietnamese to escape the country. Some escaped overland, through neighbouring Cambodia and Laos, to Thailand. Other Vietnamese refugees escaped by sea, often undertaking perilous voyages in overcrowded and unseaworthy boats. Many suffered great hardships, such as storms, pirate attacks and lack of food. Many overcame these hardships and reached refugee camps in Hong Kong, Malaysia, Thailand, Indonesia and the Philippines; some even reached Australia. During this period many Cambodians and Laotians also fled repressive regimes in their countries.

For humanitarian reasons, and perhaps also because of its own involvement in the Viet Nam War, Australia accepted the obligation to respond to this mass exodus from Viet Nam, Cambodia and Laos. Indochinese refugees have dominated Australia's humanitarian intake from 1975 to the late 1980s. Over 120 000 people from Viet Nam, Laos and Cambodia have been resettled in Australia.

During the 1980s it became obvious that the nature of the outflow of people from Indo-China to refugee camps in Southeast Asia had changed. Increasingly people were fleeing poverty and lack of opportunity in their homeland, and not persecution. It became clear to the international community that resettlement in countries like Australia was not a solution, and was becoming part of the problem by encouraging some people to leave who were seeking a better life in the West.

The international community's response to the large number of Vietnamese in camps was the Comprehensive Plan of Action, a strategy adopted at a conference in Geneva in June 1989. This plan has several components, including the individual assessment of refugee claims. However, it also provided that, after certain dates, all those assessed as not being refugees must return to Viet Nam.

D Nguyen Hong Thi Thu's story

By boat to freedom

The reason I left Viet Nam was so my family could flee the Communist. My father was an army general serving Viet Nam and after Communist come they took my father to the education camp and life there was very difficult. We were very sad.

My mum always hoped to escape from Viet Nam to another country. We hope to go America because I got my aunty who lives there for twenty years. My mum has a friend and her friend got a small boat from South Viet Nam.

Departure by night

I leave at night with about five people. They got us a boat that will travel to Malaysia. The small boat has about twenty people. I can take only one pair trouser and one shirt, that's all, no food because I must look like you are going to the shop. Otherwise, the Communist would ask questions.

I don't want to leave my family but my mother always said, 'You must go to the boat and escape from Viet Nam'. I scared and just lucky to escape like that. Sometimes the Government caught the people and took them back but I just praying for the God, 'Oh, help my family'.

No room for sleeping

I travelled in the sea about seven days. Oh, terrible. The first day they got water and some food like some lemon. The second day and third day, there just only a little bit water, drink about one small cup. And fourth day and five day after I drink just a little bit of water. I thought I will die. Oh, terrible!

Seasick the first day and the second day and also dizzy, but the third day and fourth day because I can't eat, just drink water and I feel seasick a lot. We floated seven days and after that I saw the big boats working for the oil company. They just say they will take me to Malaysia, Pulau Bidong Island.

I remember, the first time I came to that island I don't know where my brother is. I thought he go to Canada or America and I just came there and I thought there was nobody, no friend there and then I saw my brother. My brother said, 'Oh, I can't believe that one'.

A sailor on board **HMAS** ***Melbourne*** helps a Vietnamese refugee.

(*Understanding Immigration*, AGPS, Canberra, 1987, p. 44.)

'My face shining from tears'

I was in the camp over four months. I didn't know anything about Australia except I knew about kangaroos and crocodile. I find out about Australia after I meet the government official. They very friendly.

When I leave the island for a camp in Kuala Lumpur, I know I will go to Australia. They got a small library. I look for the books about Australia but can only find out about New South Wales and about the famous Sydney Opera House.

Then after one month I got listed. I feel the freedom. They got a Boeing 707 for the people travelling from Malaysia to Australia. About sixty people, twenty-one people for Melbourne and others went to Sydney. Oh, my face shining from tears because I'm very happy.

(H. Martin, *Angels and Arrogant Gods: Migration Officers and Migrants Reminisce 1945-85*, AGPS, 1988, pp. 105-6.)

E

Refugee boat off coast of Malaysia

(*Source*: H. Martin, *Angels and Arrogant Gods: Migration Officers and Migrants Reminisce 1945-85*, AGPS, 1988, p. 104.)

F Professor Nguyen Hoang Cuong's story

Somehow I became an unwanted person. One morning, they came to my house and broke in. I was asked to go with them to the local police station. When I arrived there I was simply put in jail.

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To 'rehabilitate' me, the Communists made me attend a 16-month course on Marxism and Leninism—a kind of ideological indoctrination that only succeeded in helping me see through the true nature of Vietnamese Communism. It was dangerous to disagree as they might have convinced someone in the group to be a spy.

The perils of escape and the dangers of the open sea soon became preferable to life in my poor old country. It took me nine months to succeed to get away. It was my third escape bid. I lost a fortune preparing the first two attempts. You had to buy a boat, prepare everything, buy papers. Bribery marked each step.

After the many hazards of the sea and many indignities in refugee camp, my family and I came by plane to Australia. We stayed for a while at the Westbridge migrant centre on the outskirts of Sydney. Westbridge was certainly an improvement on the camps in Malaysia and we were happy to be in Australia.

But that was not the end of our predicament. It was only the beginning of a new stage in our life.... At Westbridge, for example, the food was good but rice was prepared in a way that was not ours. The Australians were very kind to us but most of the things they gave us were not suitable. What was good about the centre was that many government services were concentrated there: health, mail, housing, employment, even banking. People from the Department of Immigration came to give us orientation courses. Still, there were many culture shocks for everybody but the most Westernised of us.

Like many people, I had a problem seeking employment: I was repeatedly told I was 'over qualified'... but you have to be employed to have an income to rent a flat. I eventually went to the Ford motor company at Homebush and gained an interview with the employment officer. My English was not good but I could speak it well enough and did some interpreting for other applicants. The interviewer asked about my educational background and made it easy for me by saying, 'Education: High School?' I said, 'Yes'. So he said, 'All right, I will give you a job as a storeman'.

The biggest problem for the Vietnamese is the language problem. But even for those of us who have managed to gain some knowledge of the language of Shakespeare, the matter of employment remains quite a problem.

(E. Nhat Trinh, 'The Latest Wave: Vietnamese Experiences', in J. Hardy (ed.), *Stories of Australian Migration*, NSW University Press, 1988, pp. 144-6.)

G

A Vietnamese teacher with Vietnamese children at Boorondara kindergarten in Richmond, Melbourne, in 1985.

(*Source*: J. Jupp (ed.), *The Australian People*, Angus & Robertson, 1988, p. 839.)

H

A Vietnamese tram crew in Melbourne, 1979.

(*Source*: J. Jupp (ed.), *The Australian People*, Angus & Robertson, 1988, p. 838.)

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- What happened in 1851 which caused a new surge in migration to Australia?
- What different parts of the world did these immigrants come from?
- What tensions arose in Australian society during the gold-rush period and afterwards?

Further research

- Find out more about Caroline Chisholm and her Family Colonisation Society.
- Find out more about the Pacific Islanders who were brought to work on Queensland's canefields.

Investigation 4: Why did Australia adopt the 'White Australia Policy'?

In 1901 the newly established Federal Government passed the *Immigration Restriction Act*. Like the immigration restriction legislation in Natal (in South Africa) on which it was modelled, Australia's *Immigration Restriction Act* introduced a dictation test to exclude unwanted migrants.

Do a dictation test in a language other than English to demonstrate the manner in which non-European migrants were prevented from gaining entry to Australia. A sample of a passage in Italian, followed by its English translation, appears below:

Su uno dei sette colli di Roma, il Celio, per sette secoli dimorarono i papi col massimo splendore.

For seven centuries, the popes lived in great splendour on one of the seven hills of Rome, the Coelian Hill.

Look at the extract from the *Immigration Restriction Act 1901* in Source 4.

- In your own words, describe how the dictation test worked.
- Which sort of migrants do you think the dictation test was designed to restrict?
- Do you think this test was a fair way of deciding who should be allowed to immigrate to Australia?
- Why do you think the Australian Government might have wanted to restrict immigration in this way?

Look at the cartoon below the extract from the Immigration Restriction Act. What do you think it is trying to say about Australia's Immigration Restriction Act? Do you think the man representing Australia is sincere when he says 'Tisn't the colour I object to ...'? How good is the Australian's spelling?

Look at the advertisements promoting Australia as a migrant destination which appeared in the *Standard of Empire* in 1911, Source 4.

- Which Australasian States were seeking immigrants in 1911?
- What sorts of immigrants were they seeking?
- In what country did these advertisements appear? Give evidence to support your answer.
- What incentives or assistance were the States offering to potential immigrants?

Imagine you were a prospective migrant reading these advertisements, and that you know very little about Australia. On the basis of these advertisements alone, choose which State you would migrate to, and explain why.

Analysing racist cartoons

Towards the end of the 19th century there was a marked increase in anti-Chinese racism. Hundreds of racist cartoons appeared in the colonies' newspapers. Examine the selection presented in Source 4. For each cartoon, ask the following questions:

- How are the Chinese and other 'non-Europeans' depicted in the cartoon?
- How are Europeans represented?
- What concerns, fears and prejudices are revealed in the cartoon?

How influential do you think cartoons such as these would have been? Explain.

Investigation 5: Why did Australia set out on a large-scale immigration program after the Second World War?

After the Second World War, Australia set out on a large-scale immigration program. Look at the evidence in Source 5 to find out why. List two of the reasons given to support Australia's post-war immigration program. What do you think was meant by the catch-cry 'populate or perish'?

- Carry out further research on conditions in Europe after the Second World War.

Promoting immigration at home

Look at the evidence presented in Source 5.

- Why do you think it was considered necessary to promote immigration at home?
- What reasons were given in favour of the post-war immigration program?
- How did the Government try to 'sell' immigration at home?

Promoting immigration to Australia abroad

Look at the evidence presented in Source 5.

- How were Australia and the Australian lifestyle depicted to prospective migrants abroad?
- What advantages did Australia have to offer the post-war migrant from the UK and other parts of Europe?

Investigation 6: How have Australia's immigration policy and immigrant intake changed from 1973 to the present?

Over the last 20 years, immigrants to Australia have come from all parts of the world, including Latin America and Africa. Immigrants from the United Kingdom and Ireland are still the most numerous.

Look at the documents in Source 6.

- What major change was made to Australia's immigration policy in 1973?
- What major international events shaped the pattern of Australia's immigration program in the late 1970s and early 1980s?

Read the stories of two Vietnamese refugees presented in Source 6.

- Why do you think they left Viet Nam?
- What difficulties did they face in leaving the country?
- What sorts of hardships and risks did they face at sea?
- How do you think they felt about resettling in Australia?

Copy a map of Southeast Asia and show on your copy the routes taken by refugees to Australia. Include on your map Viet Nam, Cambodia, Laos, Thailand, Malaysia, Hong Kong, the South China Sea and the refugee camp on the Malaysian island of Pulau Bidong.

Imagine you were the Southeast Asia correspondent for an Australian newspaper during the late 1970s and early 1980s. Using the stories and photographs in Source 6 as a guide, write a short article explaining the plight of the 'boat people'.

Further activities

- Invite some people who have immigrated to Australia to talk to the class about their reasons for immigrating and their experiences settling in Australia. If possible, compare the experiences of different immigrants. You could, for example, invite a British immigrant, a southern European immigrant and a refugee or humanitarian immigrant from Viet Nam, Cambodia or Latin America.
- Draw a cartoon to represent some aspect of Australia's immigration history. Be careful to avoid merely reproducing the racist stereotypes which appear in the cartoons examined in this evidence file.
- Design a board game which reflects the history of immigration to Australia.

Films

- Films outlining the history of immigration to Australia are available at resource centres in each State. Such films include:

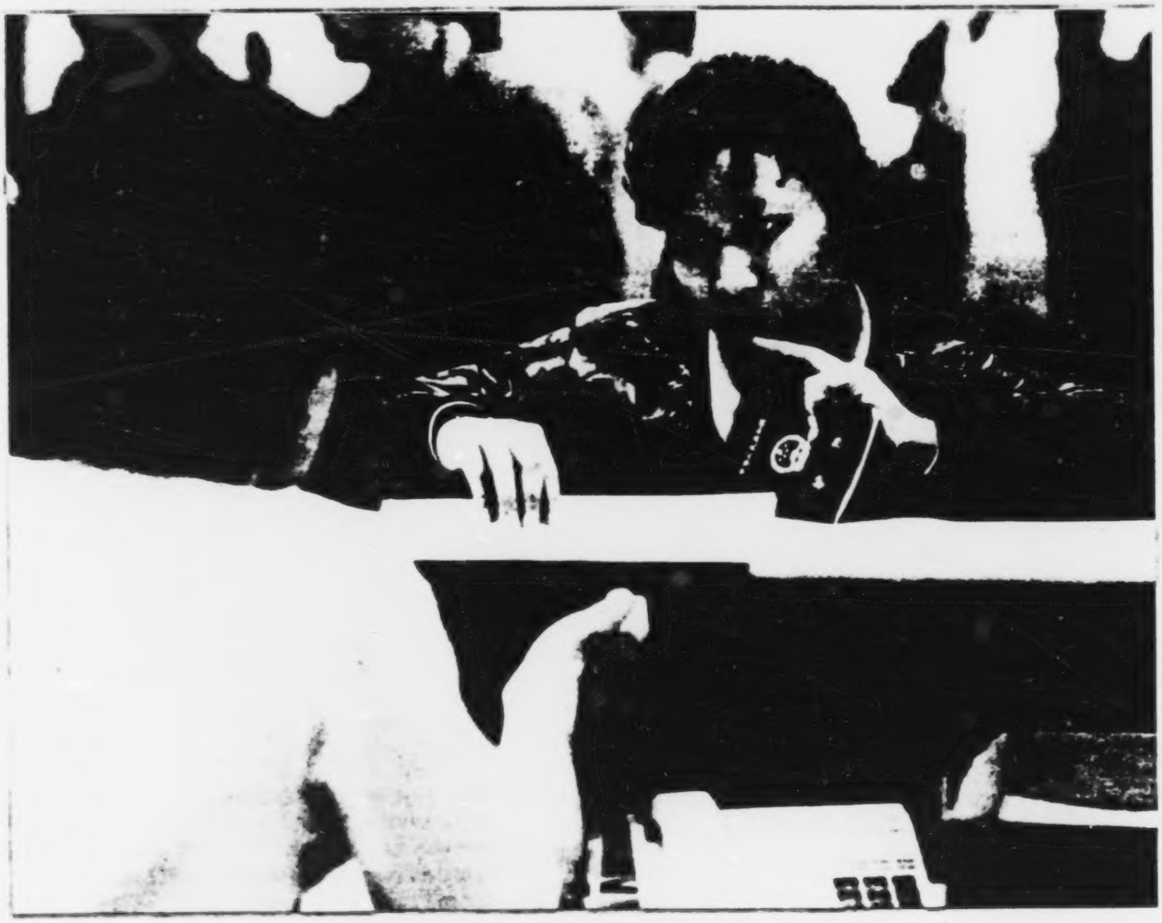
Immigration: the waves that shaped Australia, 1987, Australia, 18 minutes, Film Australia.
Destination Australia (series) 1985, Australia, each episode 12 minutes, Film Australia and Australian Institute of Multicultural Affairs. The first four programs provide an historical perspective of immigration to Australia since 1788: 'Gaol to Gentry', 1788-1840s; 'Golden Land', 1840s-1900; 'Growing Pains', 1901-45; and 'The Widening Net', 1945—. Other programs in the series examine issues relating to immigration. These include 'White Australia Policy' and 'Who'll do the Dirty Work?', which examines the use of immigrant labour in the post-war period.
The Migrant Experience (series) 1984, Australia, each episode 55 minutes, Film Australia. Each program examines a different theme in Australia's immigration history.

- Films which focus on the impact of European settlement on Aboriginal life include the following:

Warriors (Rainbow Serpent series) 1985, Australia, 30 minutes, SBS. A study of Aboriginal resistance to the white invasion of Australia.
Women of the Sun (series) 1982, Australia, four episodes of 57 minutes each, Generation Films/SBS. The first episode 'Alinta—the flame 1824-1830', depicts what happened when Aborigines came into contact with white people.

EVIDENCE FILE C

Australia's Immigration Program



(*Source:* DILGEA, *Review '91: Annual Report 1990-91*, AGPS, 1991, p. 55.)

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Investigation 1

How does Australia's immigration program work?

The purpose of this evidence file is to introduce students to the main features of Australia's immigration program. The file familiarises students with the four categories of immigrant entry into Australia (Family Reunion, Skill, Humanitarian and Special Eligibility), and the official objectives for each of these categories. The file addresses questions such as:

- **Who is eligible to immigrate to Australia?**
- **How does the points test work?**
- **What is 'chain migration'?**
- **Analysing media representations.**
- **Who qualifies as a refugee?**
- **What is illegal immigration?**

The final section of the file explores some of the services made available to immigrants after their arrival in Australia, both by government and non-government agencies.

Suggested Strategies

Introductory activity

Students should imagine that they are Australian immigration officials who have to make a choice about which applicants for immigration to Australia should be accepted. They should choose only three out of the four applicants listed on Student Worksheet 1, and explain their decision in each case in the grid provided. It is important to note that Australia does not select immigrants on the basis of race, so race should not be a factor in students' decisions.

Formulating questions

Encourage students to formulate their own questions about the Australian immigration program. Students should try to imagine that the Minister for Immigration is on a school visit and is actually present in their classroom. He/she is willing to answer their questions about the immigration program but, because of a busy schedule, can only answer ten questions. Ask each student to think up two or three questions that they would like the Minister to answer. Discuss these questions in class, then choose the final ten questions from the composite list which emerges. As they work through this evidence file they should find answers to many of their questions. Students could contact the Department of Immigration and Ethnic Affairs to get answers to questions not answered in the kit.

Investigation 1: Who is eligible to immigrate to Australia?

Look at the documents in Source 1.

- What are the three main categories or parts of Australia's immigration program?
- What are the basic requirements for all those intending to immigrate to Australia?
- In which category are sponsors necessary?
- Which categories are subject to points testing?
- How is 'preferential' family immigration different from 'concessional' family immigration?
- Under which categories do most immigrants enter Australia?
- Did the Government plan to take more immigrants in 1992-93 than in 1991-92 or less?

At this point students might also be able to answer some of the ten questions they thought up previously.

Students should now be able to write a brief description of Australia's immigration program. Ask them to imagine that they have a friend in a foreign country who is interested in immigrating to Australia. They should write a short letter to the friend describing Australia's immigration program, and explaining who is eligible to immigrate to Australia.

Investigation 2: How does the 'points test' work?

An effective way of familiarising students with the way the points test works is to get them to calculate scores for hypothetical applicants. Use the examples on Student Worksheet 2. Before beginning the exercise, explain to the students that:

In order to have their applications considered, applicants must achieve a score which equals or exceeds the pool entrance mark. The pool entrance marks are 90 points for Concessional Family (sponsored) and 100 points for Independent migrants. (Note: The Government changes these pool entrance marks from time to time in order to regulate category numbers.)

Using the points test table and the priority occupation list in Source 2, students should calculate a point score for the following applicants and determine whether they have accumulated enough points to have their applications considered.

Students should now be able to write a brief report about how the point system works, and what the criteria are for assessing applicants in the Concessional Family and Independent categories.

Student Worksheet 1

Imagine that you are an Australian immigration officer who has to decide which applicants for immigration to Australia will be accepted. Choose only three of the four applicants listed below, and explain your decision in each case in the grid provided. Australia does not select immigrants on the basis of race, so race should not be a factor in your decisions. The proportion of applications which are actually successful is, in reality, much less than three out of four. It is also possible that all four of these particular applicants could be accepted. For this exercise, though, you must make a choice.

- ***Xuan Son*** *has been living in a Malaysian refugee camp for five years. He has been learning English in the camp. He has a brother living in Australia with whom he wants to be reunited. The United Nations High Commission on Refugees has recommended that Australia take him.*
- ***Isabella Todaro*** *is an Italian woman whose husband immigrated to Australia for work reasons six months ago. She is in good health and has no criminal record.*
- ***Maria Consuelo*** *and her children escaped from Guatemala after her husband was murdered by a death squad. The United Nations High Commission on Refugees consider that she meets the criteria for refugee status.*
- ***Jack Edwards*** *is a computer systems operator from Canada with a masters degree and twelve years work experience. An Australian employer wants him to fill a position in his company. The employer advertised the position for four weeks in local papers but had a poor response.*

Candidate	*Accepted / not accepted*	*Reason for decision*
Xuan Son		
Isabella Todaro		
Maria Consuelo		
Jack Edwards		

- How did you decide which applicants should be accepted?
- What factors influenced your decision on who was left out?
- How do you think the applicant who was left out would have felt about your decision?
- How did you feel about making the decision? Was it an easy decision to make?

Student Worksheet 2

For this activity you will need the Points Test table from Source 2A. Calculate a Points Test score for the following applicants, to determine which of them would be successful.

- ***Denise*** *is a 30-year-old from England. She is a qualified teacher of mathematics at secondary school and has been teaching for the last five years. Her qualifications are recognised in Australia. She has been offered a teaching position in Australia.*
- ***Theo*** *is 48 years of age and has worked as a clerk in the central post office of Athens. He has had ten years of primary and secondary education, but holds no formal qualifications. He is fluent in Greek and reasonably proficient in English. He has a brother and sister in Melbourne, which is not a designated area.* His brother, who has been a citizen for ten years and has been working continuously for the last ten years, wishes to sponsor him.*
- ***Huang Jing*** *is 30 years old and a qualified computer systems analyst from Hong Kong. She holds a diploma which is acceptable in Australia and has been working for 18 months since she graduated. She is reasonably proficient in English but some training is required.*

Point scoring sheet

	Denise	*Theo*	*Huang Jing*
Skills			
Age			
Language skills			
Family relationship			
Citizenship			
Settlement			
Location			
Total			

In order to have their applications considered, applicants must achieve a score which equals or exceeds the pool entrance mark. The pool entrance marks are 90 points for Concessional Family (sponsored) and 100 points for Independent migrants.

***Designated areas** are areas in which the Government encourages new immigrants to settle. Generally speaking these areas include all parts of Australia except highly populated cities such as Sydney and Melbourne and fast growing areas such as urban Brisbane and Perth.

SOURCE 1

A Who can migrate?

This leaflet provides a general summary of requirements for migration to Australia. Read it and if you think that you have a good chance of meeting the criteria in the migration category which best suits your circumstances, you can obtain the *Application for Migration to Australia* (form 47) and the information package.

Who can migrate to Australia?

Australia has a migration program which does not discriminate on racial or ethnic grounds. There are detailed rules governing entry in each migration category which are clearly laid down in migration legislation. Most migrants come to Australia under one of the three main parts of Australia's migration program.

Family Migration—you must have a relative in Australia who is able to sponsor you.
Skill Migration—you must have skills or outstanding abilities that will contribute to Australia's economy.
Refugee, Humanitarian and Special Assistance Migration—for information on this component of the migration program read the separate leaflet on this subject.

A summary of the requirements for migration within the Family and Skill components of the migration program is set out below.

What are the basic requirements?

To migrate to Australia, you must:

- meet the personal and occupational requirements of the category for which you are applying
- be assessed as able to settle in Australia without undue cost or difficulty to the Australian community
- be of good health and character.

If your application for migration is successful you should have sufficient funds available for travel and settlement in Australia.

Employment in Australia

It is up to each person to assess his or her own employment prospects in Australia. It is important that you and those who may migrate with you, be aware that Australian labour market conditions vary significantly from time to time and between regions and that an approval of an application to migrate provides no guarantee of employment.

The Australian Government does not assist persons resident overseas to search for future employment in Australia. To assess employment opportunities in your field in Australia, you can consult labour market reference material available at Australian Government offices overseas...

Family Migration

The visa classes in this component of the migration program allow for family members overseas to be reunited with Australian citizens and permanent residents. There are two types of family migrants—'preferential' and 'concessional'. Applicants in both categories must be sponsored by a relative who is an Australian citizen or permanent resident and is at least 18 years of age. In spouse and parent classes, however, there are circumstances which allow the minor child to act as the sponsor. Your relative in Australia must undertake to assist you, to the extent necessary, financially and in respect of accommodation during your first twelve months in Australia.

For more details on sponsoring relatives, you should consult the leaflet on sponsorship.

Preferential Family Migration

You can be sponsored as a 'preferential' family member in any one of the following visa classes if you are:

- A husband; wife; or a de facto partner (you must have been living with your partner for the last six months).
- A fiance/e intending to marry your sponsor in Australia. You will receive a provisional visa/entry permit for three months stay in Australia. You must marry your sponsor AND apply to remain permanently within three months of your arrival in Australia. Permanent resident status will then be granted if all requirements are met.
- A natural or adopted child of your sponsor and you are dependent on your sponsor. You must not be a child who is married or engaged to be married.

- One of the following:
  - (a) child under 18 years coming to Australia for adoption where the adoption is supported by the appropriate State and/or Territory welfare authorities in Australia
  - (b) child under 18 years who has been adopted by Australian citizens or permanent residents while they are genuinely resident overseas.
- A parent of your sponsor in Australia. You must meet the 'balance of family' test, as explained in the leaflet on sponsorship. Your sponsor is expected to have resided in Australia for at least two years before lodgement of the sponsorship.
- An 'orphan' as defined in the Migration Regulations, under 18 years of age and not married.
- A relative capable of providing substantial continuing assistance to an Australian citizen or permanent resident who is in need of permanent or long-term assistance.
- A relative who is old enough to be granted an age pension under the *Social Security Act 1991*, not married, and financially dependent on the sponsor in Australia. Your sponsor is expected to have resided in Australia for at least two years prior to lodgement of sponsorship.
- Your sponsor's last brother OR sister OR non-dependent child outside Australia. You and your spouse (if any) must not have a parent or sibling or non-dependent child or step relative (within the same degree of relationship) living outside Australia. Your sponsor is expected to have resided in Australia for at least two years prior to lodgement of sponsorship.

Concessional Family Migration Category

This class provides for migration to Australia of:

- a non-dependent child
- a parent of working age (who does not meet the 'balance of family' test)
- a brother or sister
- a niece or nephew.

Those migrating in the Concessional Family visa class must be sponsored by their actual relative in Australia. As well as meeting health, settlement and character requirements, applicants must pass the 'points test'. Points are awarded for a person's skill, age, relationship to the sponsor, citizenship of the sponsor, capability of the sponsor to provide settlement support, and residential location of the sponsor in Australia. For further details you should refer to the leaflet *The Points Test*.

Skill Migration

This component of the migration program is designed to contribute to Australia's economic growth. You may be able to migrate to Australia in one of the following categories if you have special skills or a business background that is readily transferable to the Australian labour market or business world and for which there are opportunities in Australia.

The visa classes in the Skill component of the migration program are:

Labour Agreement
Allows the entry to Australia of skilled people with specified skills, qualifications and experience, under a labour agreement. To be eligible you must be under 55 years of age, have an approved nomination from an Australian employer and have skills, qualifications and experience which match the approved vacancy.

Employer Nomination Scheme
Allows the migration of highly skilled people nominated for a job vacancy which cannot be filled from the Australian labour force. Applicants must be under 55 years of age, have an approved nomination from an Australian employer and have skills, qualifications and experience which match the approved vacancy.

Distinguished Talent
Allows for the migration to Australia of people who have distinguished themselves internationally through their special creative or sporting talents, and who have outstanding abilities that would represent a clear gain for Australia. Applicants must have an exceptional record of achievement in their field of expertise.

Independent Entrance
This visa class covers the entry of highly skilled people whose education, skills and ready employability will contribute to the Australian economy. Applicants are required to pass the 'points test' for Independent applicants. Points are awarded on the basis of your skills, age and English language ability. For further details you should refer to the leaflet *The Points Test*.

Business Skills Migration
These visa classes allow migration on the basis of established skills in business. Applicants must have had recent experience running a successful business as an owner or part owner or been a senior executive in a large company, and must pass the points test for the Business Skills category. The test allocates points for the size and sector of your business as well as your age, ability in English and your assets. Detailed criteria, and the Business Skills points test table are set out in a separate leaflet *Business Skills Migration—Requirements*.

Can anyone else apply?

There are other groups who may be considered for migration:

Former Australian citizens
If you have lost your Australian citizenship because of one of a number of prescribed circumstances and you have maintained ties with Australia you may be eligible to apply.

Former residents of Australia
You must have spent most of your life before the age of 18 years in Australia, have left Australia without acquiring Australian citizenship and have maintained ties with Australia.

Dependants of New Zealand citizens
Allows the entry of dependants of New Zealand citizens where the New Zealand citizen has settled or intends to settle permanently in Australia. The New Zealand citizen must satisfy public interest and health criteria. If she/he has already settled in Australia, these criteria must be met before the sponsorship can be accepted.

(DILGEA, 1992 pamphlet.)

B Migration program planning levels, 1991–92 and 1992–93

	Planning levels	
Immigration category	*1991–92 ('000)*	*1992–93 ('000)*
Family		
Preferential Family	37.0	39.0
Concessional Family	19.0	6.0
Total Family	56.0	45.0
Skill		
Employer Nominated Labour Agreements	7.0	5.2
Business Skills	5.0	5.0
Special Talents	0.5	0.2
Independents	30.0	13.4
Total Skill	42.5	23.8
Special Eligibility	0.5	1.2
Refugees, Humanitarian and Special Assistance		
Refugees and Humanitarian	8.0	6.3
Special Assistance	4.0	3.7
Total	12.0	10.0
TOTAL PROGRAM	**111.0**	**80.0**

SOURCE 2

A Points Test (effective 1 July 1992)

- Concessional Family visa class applicants may score points for Skill, Age, Relationship, Citizenship, Settlement and Location. They are NOT scored on the Language Skills factor.
- Independent Entrant visa class applicants may only score points for Skill, Age and Language Skills.
- Proficiency in English is an additional mandatory requirement for ANY principal applicant whose usual occupation* is on the Occupations Requiring English (ORE) list.

EMPLOYABILITY FACTOR

SKILL SUB-FACTOR

The qualifications and experience listed in this factor relate to the qualifications and experience needed to work in the usual occupation* in Australia. Qualifications will be examined by the appropriate assessing authority. To achieve the points set out below, the qualifications:

- must be assessed as equivalent to the Australian qualification level listed below; and
- must be relevant to the usual occupation.

Occupations which in Australia require:	POINTS
• Trade cert/degree/diploma (acceptable), with at least 3 years post-qualification work experience and included on the Priority Occupation List	80
• Trade cert/degree (acceptable), with at least 3 years post-qualification work experience	70
• Trade cert/degree (acceptable), with between 6 months and 3 years post-qualification work experience	60
• Diploma (acceptable), with at least 3 years post-qualification work experience	55
• Diploma (acceptable), with between 6 months and 3 years post-qualification work experience	50
• Trade cert/degree/diploma (recognised overseas and assessed by Australian authorities as requiring only minor upgrading, with at least 3 years post-qualification work experience	30
• Post secondary school qualifications	25
• Trade cert/degree/diploma but qualifications held are unacceptable	25
• 12 years of primary and secondary education	20
• 10 years of primary and secondary education	10
• Less than 10 years education	0

AGE SUB-FACTOR

18 to 29 years	30
30 to 34 years	20
35 to 39 years	10
40 to 49 years	5
50 years plus/less than 18 years	0

LANGUAGE SKILLS SUB-FACTOR

Proficient in English	20
Reasonably proficient in English but minor training required	10
Bilingual in languages other than English; or only limited English ability	5
Extensive English training required	0

FAMILY RELATIONSHIP FACTOR	
Relationship of applicant to sponsor:	
Parent	15
Brother, sister, non-dependent child	10
Nephew or niece	5
CITIZENSHIP FACTOR	
If the sponsor has been an:	
Australian citizen for 5 years or more	10
Australian citizen for less than 5 years	5
SETTLEMENT FACTOR	
If the sponsor, or the spouse of the sponsor, has been in continuous employment in Australia for the last two years (no unemployment, special benefits for more than 4 weeks in total) and is not currently in receipt of any form of Social Security Benefit, Allowance or Pension other than the Age or War Veterans pension.	10
LOCATION FACTOR	
If the sponsor has lived in a State/Territory designated area for the last two years.	5

a. Usual occupation is a job in which the applicant has worked for a continuous period of at least 6 months during the period of two years immediately preceding the application. If the applicant's usual occupation is a medical practitioner a ten point skill factor penalty will apply.

PRIORITY OCCUPATION LIST
(effective 1 March 1992)

Occupation	*Qualifications*
Secondary teacher of Japanese	Degree or diploma
Secondary teacher of mathematics	Degree or diploma
Therapeutic radiographer	Degree or diploma

(At time of writing there are no occupations on the Priority Occupation List.)

B

I HAD TO DO VERY WELL IN A POINTS TEST TO BE ACCEPTED AS A MIGRANT
I'M LUCKY I WAS BORN HERE
TANDBERG

(Source: DILGEA, *Immigration Myths and Misconceptions: The Facts*, AGPS, 1990, p. 23.)

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SOURCE 3

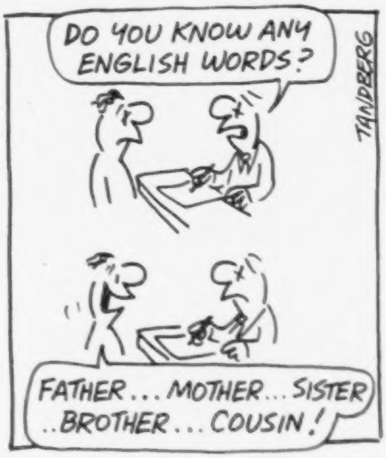
Chain migration is migration that is mediated through kinship ties or family relationships.

A Chain migration

One area of concern here relates to chain migration. It has long been recognised that chain migration has been an important element in the movement of people to Australia, especially from Southern Europe. In the 1950s and 1960s many Southern Europeans came to Australia because of the information, encouragement and direct assistance provided by relatives and friends who had migrated earlier. In those years of a shortage of semi-skilled and skilled workers there was little concern about the absorption of chain migrants into the work force. However, in the contemporary situation there is considerable debate within Australia concerning the Family Migration component of the immigration program…The existing immigration system in Australia has an unknown potential for expanding the immigration intake via chain migration. It is imperative that investigation be made into the multiplier effects of the existing immigration intake.

(G. Hugo in M. Wooden et al., *Australian Immigration: A Survey of the Issues*, AGPS, Canberra, 1990, pp. 30–5.)

C


DO YOU KNOW ANY ENGLISH WORDS?
TANDBERG
FATHER... MOTHER... SISTER ..BROTHER... COUSIN!

(*Source: The Age*, 4 June 1988.)

B Caesar D'Mello, chairman of the Asian-Australian Resource Centre

Family reunion is only one of several immigration categories and the number of people admitted as family members is strictly controlled by the Government.

The reunification of families is an important migrant selection criterion in all immigrant-receiving countries. Such reunions are seen by many as a human right…Also settlers under the family reunion program receive financial, accommodation and other support from relatives. Many relatives in Australia are required to sign binding assurances of support…The reunification of family members, especially among communities with strong family values, is an important condition of safeguarding the psychological and social well being of these overseas-born members of our Australian community.

(*The Age*, 29 September 1989, letter.)

D

Family reunified after war and famine.
(*Source: The Age*, 10 October 1992.)

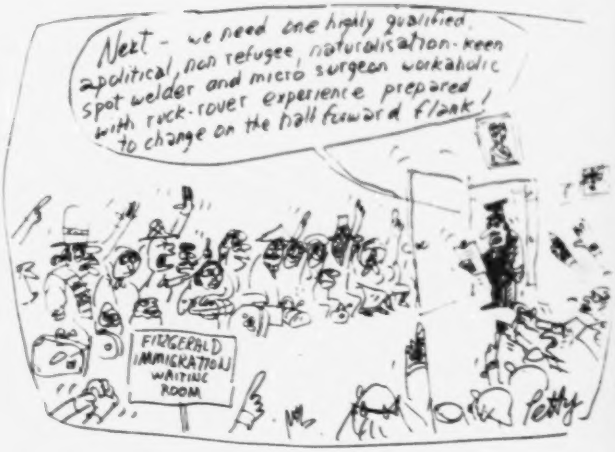
SOURCE 4

A Recommendations of the FitzGerald Report on immigration

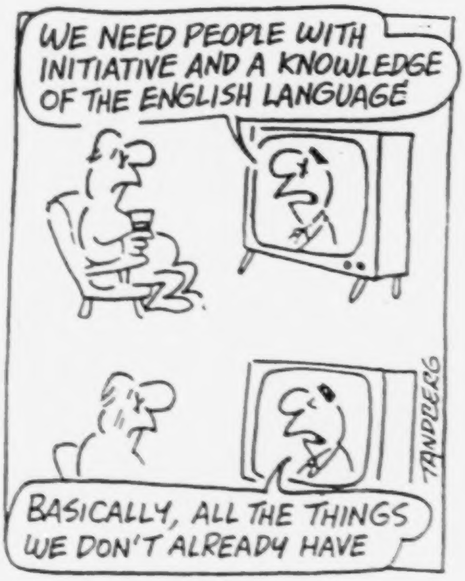
The FitzGerald Report included recommendations that:

- The existing immigration policy of non-discrimination on grounds of national or ethnic origin, race, sex and religion must continue to be asserted.
- 150 000 immigrants a year be accepted for the period 1988–89 to 1990–91, and until the Government assesses that it has the program right, more substantial increases should not be contemplated.
- The immigration program consist of three categories: Family Migration, Refugee and Humanitarian, and Open.
- In the Open category an order of merit approach to immigrant selection be used, taking only the top point scorers from around the world.
- The selection of immigrants in the Open category should be based on seven groups of factors, in the following priority order:
  (1) labour market skills;
  (2) entrepreneurship and special talents;
  (3) age;
  (4) language capacity (with English seen as a priority);
  (5) family support links already in Australia;
  (6) other links with Australia; and
  (7) skills and attributes of spouse.
- Family Migration be expanded to cover grandparents of Australian citizens. Refugee and Special Humanitarian program to remain at 10 per cent of intake.
- Australia gradually disengage itself from Indochinese refugee settlement, in line with the diminishing number of refugees.
- More emphasis be placed on the value of citizenship, with some consideration given to restricting benefits to non-citizens.
- Sponsorship of immigrants be limited to Australian citizens except in the case of spouses, dependent children or refugees.

B


Next - we need one highly qualified, apolitical, non refugee, naturalisation-keen spot welder and micro surgeon workaholic with ruck-rover experience prepared to change on the half forward flank!
FITZGERALD IMMIGRATION WAITING ROOM
Petty

C


WE NEED PEOPLE WITH INITIATIVE AND A KNOWLEDGE OF THE ENGLISH LANGUAGE
BASICALLY, ALL THE THINGS WE DON'T ALREADY HAVE
TANDBERG

(Source: *The Age*, 4 June 1988.)

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SOURCE 5

A Refugees

Only those people who have left their countries to escape persecution are eligible to come to Australia under our refugee program. Australia accepts refugees after making a determination of their status based on the criteria contained in the 1951 UN Convention Relating to the Status of Refugees as modified by its 1967 protocol.

The United Nations definition of a refugee is a person 'who owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it'.

Australia also admits other people in similar circumstances under what is called *the Special Humanitarian Program*. This is for people who may not formally qualify as refugees but still have Australian connections and have experienced substantial discrimination. It can also apply to people who have experienced persecution but have not been able to leave their country of origin.

A person's financial status has no bearing on their claim to refugee status.

People who leave their homelands just because they want a better job or lifestyle are *not* accepted as refugees. Such people must apply to come as normal immigrants.

Australia has very strict rules about the health of the migrants and refugees it accepts and each must have a medical clearance before being given a visa to enter the country. Any migrant or refugee who does not meet health requirements is rejected or at least not allowed to come to Australia until their medical condition is under control.

(DILGEA, *The Facts*, AGPS, 1990, pp. 24-6.)

B Criteria for Refugee and Humanitarian entry to Australia

Applicants for Refugee and Humanitarian entry are assessed according to the following priorities:

Priority One
The presence of family in Australia. 'Family' means all the relationships up to and including grandparents, grandchildren, aunts, uncles, nieces, nephews and first cousins of either spouse. Fiance/es are also included in this category.

Priority Two
The presence of close ties with Australia, including nomination from a relative or friend, former residence [in Australia] for professional or educational purposes, or former employment with an Australian mission or business overseas.

Priority Three
Includes others with resettlement potential. People in this group might be deserving cases who have no links to Australia but who can satisfy migration officials that they can settle in Australia with the help or sponsorship of ethnic, religious or voluntary groups within Australia. They would usually have professional skills or other employment skills that would ensure they would soon be able to support themselves in Australia. Proficiency in English, for example, would be a useful skill to possess, but a lack of English would not disqualify people who had other skills.

Special Assistance Category
This category is for individuals or groups who are not eligible for entry under traditional humanitarian programs but who are in vulnerable situations in or outside their country of normal residence. The category allows for a flexible response to differing situations of grave hardship and suffering, for example groups placed in serious danger by conflict in their own country or who have been displaced within their own country or face difficulties returning to their own country. Strong community or family support in Australia is an important requirement under this category and applicants must provide nominations and letters of support.

(DILGEA, *Refugee and Humanitarian Entry to Australia*, AGPS, June 1992.)

C A refugee's story

Mrs Consuelo Salinas is a refugee from El Salvador. She is unable to work because of the injuries she suffered in her homeland. She has a bullet in her pelvis, was blinded in one eye during a torture session, and has limited use of her right arm after losing a breast as the result of another torture session. The whereabouts of one of her daughters is unknown. She is now resettled in Sydney with her husband and two other children, having migrated to Australia under the Refugee and Special Humanitarian Program. In 1991 she told a conference on refugees held in Sydney: 'I didn't want to come to paradise. I just wanted to live and not be murdered'.

(DILGEA, *Review '91: Annual Report 1990–91*, AGPS, 1991, p. 167.)

D I am a stranger: Will you welcome me?

Tags such as 'not genuine' or 'economic refugee' usually fail to recognise the complexity of the push and pull factors behind immigration in general and asylum seeking in particular. Economic and political motives are not easily distinguished, and the flight from poverty and malnutrition may be just as much a life-and-death matter as the flight from political oppression and torture. In several countries today a mixture of oppressive ideology, centralised power, corrupt administration and poverty create conditions which undermine human dignity and encourage an exodus of refugees. While the post World War II world order recognised political refugees as the group deserving special consideration, the contemporary situation demands a more magnanimous approach.

(*I am a stranger: Will you welcome me?* © Australian Catholic Social Justice Council, 1991. Used with permission. Collins Dove, Melbourne.)

E

An immigration officer interviews refugees at a camp in Malaysia in the late 1970s.

(*Source:* CAAIP, *Understanding Immigration*, AGPS, 1987, p. 48.)

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SOURCE 6

A Illegal immigration

Illegal immigration is the presence in Australia of people who have no lawful authority to be here. In the main these people entered as visitors and simply overstayed. There are, of course, other categories of illegal immigrants—for example stowaways, ships' deserters and others who enter by fraudulent means.

In 1986, 1.43 million tourists visited Australia and about 2 million are expected in the next year or so. Australia relies heavily on trust in issuing visitor visas to these people and that trust is repaid by the great majority who leave within their period of authorised stay.

However, a small but nevertheless numerically significant proportion of visitors (about 2 per cent) breach the conditions of their entry and stay in Australia to become illegal immigrants.

The presence of these people in substantial numbers makes it harder to manage Australia's planned immigration program. There will always be limits on the numbers of people Australia can absorb at a particular time. This means that there will be a continuing need to balance a number of social, economic and humanitarian objectives in deciding who will be permitted to immigrate to Australia.

In this context, illegal immigrants not only circumvent Australia's right to decide who will settle in this country but they also 'jump the queue' of people who have already applied overseas to come here.

(CAAIP *Understanding Immigration*, AGPS, 1987, p. 36.)

B Boat people a fraction of illegal immigrants

Boat people, the most publicised of Australia's illegal immigrants, are only a fraction of the 70 000 people now in the country without authority…according to the Department of Immigration, Local Government and Ethnic Affairs.

Illegal immigrants, who include anyone who overstays a visa or arrives without proper documentation, cover all occupations, age groups and nationalities.

Some stay only a couple of days while others effectively settle in Australia, establishing a career and often a family. 'Many of them just melt into their communities and become migrants by the back door', a spokeswoman for the department said.

The penalties for those who refuse to leave once detected are severe. They are charged the cost of their deportation and any accommodation used in the process, and prohibited from obtaining an entry visa for five years.

The costs of those unable to pay are met by the taxpayer, but have to be refunded before another visa can be issued after the five-year period.

'Some have no problem leaving because they have just overstayed a couple of days, while others may have been here for years and have got married, which creates problems', the spokeswoman said.

(M. Easterbrook, *The Age*, 18 January 1992.)

C Overstayer population

Country of citizenship	*Visitor*	*Student*	*Temporary resident*	*Other*	*Total April 1991*	*Total April 1990*	*% change*
United Kingdom	4 521	171	1701	692	7 085	10 169	-30.3
China (PRC)	894	4027	346	755	6 042	4 156	45.4
USA	4 099	46	574	131	4 851	5 059	-4.1
Indonesia	2 928	1275	159	382	4 744	5 465	-13.2
Philippines	2 664	89	159	1096	4 009	4 278	-6.3
Fiji	2 939	544	96	180	3 759	6 080	-38.2
Malaysia	2 128	1069	192	214	3 603	6 256	-42.4
Japan	2 486	146	606	255	3 493	2 319	50.6
Republic of Korea	1 086	768	96	214	2 164	3 761	-42.5
Germany	1 828	51	127	110	2 116	1 512	39.9
Total	25 573	8186	4056	4029	41 866	49 055	-17.0

(*Source:* DILGEA, *Review '91: Annual Report 1990-91*, AGPS, 1991, p. 89.)

D Refugee processing

At the time of writing, the processing of on shore refugee applicants had virtually ground to a halt and a backlog of some 15 000 applicants accumulated. Whilst efforts are being made to address this appalling situation and to establish a faster processing system, it is still expected that some two or three years will be required to deal with this backlog.

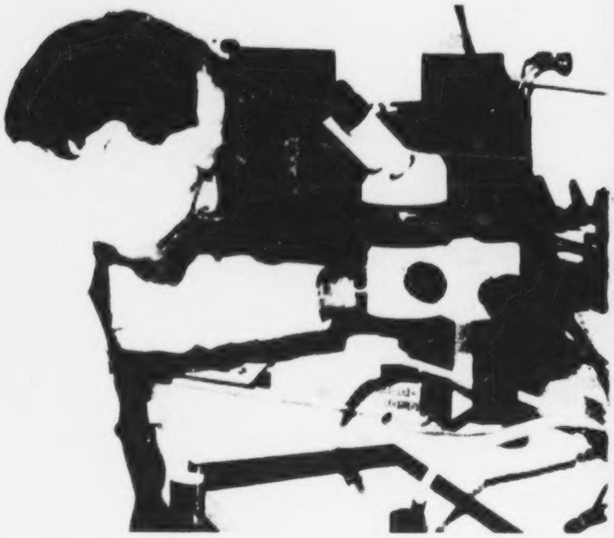
The situation is further complicated by the fact that applicants for refugee status are regarded as illegal entrants and as such have no access to Medicare or Social Security benefits. Whilst some applicants have been granted work permits, these are stamped with the words 'illegal entrant' and as a result opportunities for employment are greatly reduced.

There is thus a proportion of these people currently seeking refugee status in Australia who are without any means of income and who are forced to appeal for the charity of those few organisations that are able to provide relief assistance. It is, therefore, imperative that the right of access to Medicare and Social Security benefits be reinstated for all refugee applicants, particularly those with claims of substance. At the same time, it is essential that the new processing procedures are initiated and the backlog of applicants reduced in a fast and humane manner.

(*Migration Action* vol. xiii no. 2 July 1991.)

It is expected that people who overstay their visas and other types of illegal entrants will be known as 'unlawful non-citizens' after changes, which are expected to be introduced in 1993, are made to the *Migration Act*.

E



Examining passports.

(*Source:* DILGEA, *Review '91: Annual Report 1990-91*, AGPS, 1991, p. 84.)

F Illegal immigrants

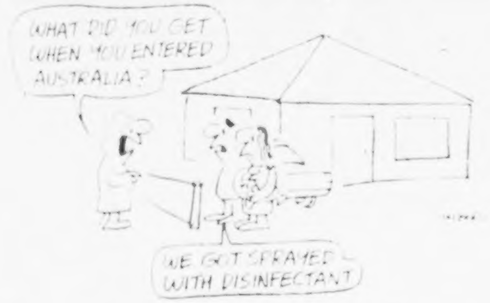
The cost of illegal immigration exceeds $400 million a year. The main costs relate to the drawing of dole payments illegally, and the cost of dole payments to Australians displaced from a job. The Immigration Department itself has established that 70 per cent of illegal immigrants hold jobs which might be available to Australian citizens. Most illegal aliens enter Australia on temporary access visas and then seek out legal and civil liberty groups to lobby for them to stay. Legal battles are often at the Australian tax payer's expense.

(J. W. Smith (ed.), *Immigration, Population and Sustainable Environments: The Limits to Australia's Growth*, Flinders University, 1991, p. 18.)

SOURCE 7

A Government assistance to immigrants

Limited *government assistance* is given to people who have arrived in Australia as refugees or immigrants…Immigrants and refugees, no matter how poor, do NOT get free cars or houses, nor are they given preference in getting a job.


WHAT DID YOU GET WHEN YOU ENTERED AUSTRALIA?
WE GOT SPRAYED WITH DISINFECTANT

Eligible refugees may stay in Government on arrival accommodation for a limited time after arrival but must pay rent based on their income. Those leaving accommodation run by the Department of Immigration, Local Government and Ethnic Affairs (DILGEA) can apply for a once-only interest free loan of up to $600 for a family of four plus $100 for each extra person to help meet the costs of moving into a rented house or flat. The loan is provided by the Committee for Allocation of Loan Funds to Refugees in Centres Ltd, which is managed by a group of voluntary agencies, and must be repaid within two years.

For the first four weeks after refugees arrive, they receive 'Special Benefit' payments from the Department of Social Security. (Special Benefit payments are available to all Australian residents who are in need but do not qualify for other pensions or benefits.) After that, if refugees haven't found jobs, they can apply for Unemployment Benefit, just like any other immigrant or Australian resident.

The Department of Social Security treats refugees exactly the same as other Australian residents in deciding their eligibility for *social security benefits* and the level of payment.

(DILGEA, *Immigration Myths and Misconceptions: The Facts*, AGPS, 1990, pp. 27-9.)

B

A voluntary refugee committee.

(Source: DILGEA, *Review '91: Annual Report 1990-91*, AGPS, 1991, p. 114.)

C

(Source: DILGEA, *Review '91: Annual Report 1990-91*, AGPS, 1991, p. 114.)

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D Telephone Interpreter Service

E Adult Migrant Education Program

The AMEP is a large and diverse program, providing services for a majority of recent migrants to Australia from non-English speaking backgrounds. In 1989 some 70 500 adult migrants participated in English language learning activities organised under the AMEP. As of March 15, 1990, there were 24 000 students registered as current students in the program: this group formed the population from which the sample for the client survey was drawn. In 1989 some 68 per cent of new settler cohorts were estimated to be participating in at least one AMEP activity (Gariano & House 1990, 31). By 1992, the program aims to increase this takeup to 75 per cent of migrants with 'limited or no knowledge of English' within one year of arrival (AMEP National Plan 1990-1992, 1).

A variety of learning arrangements are supported under the AMEP. Some 80 per cent of enrolments are in formal AMEP learning arrangements conducted mostly in AMEP teaching centres, and also in community premises such as church halls, clubs and migrant resource centres. The remainder of clients participate in English in the Workplace, Distance Education or home tutor schemes and individual learning centres. The survey sampled only those who had recently attended a centre—or community based—course.

The objective of the AMEP specified in its National Plan 1990-1992 is to 'provide English language teaching and related services to recently arrived migrants to help them function effectively in Australian society and to acquire the language skills they need to achieve their goals' (1989, ii).

The AMEP also provides services for its clients to enable them to participate in English learning activities. These include income support and childcare. A living allowance is generally payable to students undertaking a full-time 'on arrival' AMEP course, subject to a means and income test: this allows many who would otherwise have to work to attend classes. From July 1991 this is to be incorporated into a standard training allowance, under the Government's Active Employment Strategy. Short-term sessional childcare is provided for many AMEP centres, and the National Plan 1990-1992 specifies that childcare support is to be available for all centres by 1990-91.

(D. Tait et al., *Gateway to Australian Society: Migrants' Experiences of the AMEP*, University of Wollongong, 1990, pp. 5-6.)

F Community grants

The Department of Immigration, Local Government and Ethnic Affairs provides a variety of community grants to ethnic communities and other appropriate organisations to initiate and manage services which help migrants—particularly those who are newly arrived and of non-English-speaking background—to settle in Australia.

The Department's funding programs include the Grant-in-Aid (GIA)* scheme and the Migrant Access Projects Scheme (MAPS). Grants are also provided to Migrant Resource Centres, non-profit bodies which have most of their operating costs paid by the Department although they are independent of Government.

* Grant-in-Aid: GIA grants to non-government organisations towards the cost of employing social and welfare workers to assist migrants. Migrant Access Projects Scheme: MAPS scheme provides funding towards the cost of projects likely to improve services to migrants settling in Australia.

(DILGEA, *Review '91: Annual Report 1990-91*, AGPS, 1991, p. 111.)

Investigation 3: What is chain migration?

Students should now look at Source 3. Different views about Family migration are expressed in these documents. Discuss these views in class.

- Explain in your own words what is meant by the term 'chain migration'?
- Why do you think there is now considerable debate about chain migration?
- What are the benefits of Family migration?
- What do you think Tandberg's cartoon suggests about the Family Reunion program?

Investigation 4: Analysing media representations

On 3 June 1988 the FitzGerald Report, *Immigration. A Commitment to Australia*, was released. The report emphasised that skill should be a more important consideration in immigrant selection. Read the recommendations of the report listed in Source 4A. Now look at the cartoons by Petty and Tandberg which appeared in *The Age* the day after the report was released, Sources 4B and 4C.

- What do you think the cartoonists thought about the FitzGerald Report?
- Do you think the cartoons present a fair picture of the report's recommendations?

Investigation 5: Who qualifies as a refugee?

The documents in Source 5 are intended to give students an understanding of Australia's Refugee and Humanitarian programs, and the priorities used to assess applications under these programs. It is important that students understand the United Nations definition of 'refugee' adopted by Australia. The distinction between political and so-called 'economic' refugees should be discussed.

It may be useful at this point for students to revise the information in Sources 3-5 and consider points for and against each category. These points could be summarised in a grid like the following one.

	Reasons for	*Reasons against*
Family migration		
Skill migration		
Refugee and Humanitarian migration		

Investigation 6: What is illegal immigration?

The documents in Source 6 should give students an understanding of what illegal immigration is, the composition of Australia's illegal immigrant population and some of the measures taken by the Government t combat illegal immigration.

- What different sorts of illegal immigrants are there?
- Which sorts of illegal immigrants are the most common?
- What happens to illegal immigrants when they are detected?
- What difficulties do people face who are classified as illegal immigrants but are seeking refugee status, while their applications are being processed?

Research activity

Students could research the immigration policies of each of the major political parties and summarise these policies in grids like the one shown here. Get students to contact local branches of the Liberal National Party and the Democrats, asking for policy statements on immigration. Note that the current program reflects the policy of the Labor Government.

Policies of (party name):
Size of program:
Family:
(Preferential):
(Concessional):
Skill:
Refugee and Humanitarian:

Empathy

To give students some appreciation of the immediate needs of newly arrived immigrants in Australia, ask them to put themselves in the immigrants' shoes.

Students should imagine that they are migrating (without much money) to a foreign country where they don't understand the language and have no family members. What services would they need to find out about? What activities would they plan for their first week?

Investigation 7: What services are provided for immigrants?

The delivery of settlement services to immigrants involves a wide range of agencies. These extend from government departments to ethnic, immigrant and other non-government agencies. These services include initial help with accommodation, counselling and information, and the provision of some English language training. Often, however, demand for these services exceeds supply. The documents in Source 7 give an indication of the range of services provided by government and non-government agencies to assist immigrants settling in Australia.

It may be useful for students to investigate what immigrant services (if any) are provided in your local community. Gather information about immigrant services in your area and set up a display at school.

- Invite a community services officer from your local council to speak to your class about services for immigrants in your area. Be sure to have your students prepare interview questions beforehand.
- Are there migrant English classes in your area? If so, where and when are they held?
- If there is a Migrant Resource Centre in your area, what activities take place there?
- Are there local church and ethnic community groups that provide services for immigrants?

EVIDENCE FILE D

The Economics of Immigration

Migrant workers at Ford Motor Works, Geelong, in 1955.
(*Source:* CAAIP, *Understanding Immigration*, AGPS, 1987, p. 26.)

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Investigation D

How does immigration affect Australia's economy?

This evidence file explores some of the complex effects of immigration on Australia's economy. There has been considerable debate among academics, economists, government, unions, employers and the community generally about the impact of immigration on the economy. This file encourages students to formulate their own conclusions by exploring questions such as:

- How does immigration affect the economy?
- What are the long- and short-term economic effects of immigration?
- Do immigrants take Australian-born workers' jobs or create jobs?
- How does immigration affect the unemployment rate?
- Does immigration reduce the willingness of employers to train local employees?
- How does immigration affect Australians' living standards?

Suggested Strategies

An opinion exercise

Study the statements below. Record your initial response to each statement on the scale.

Statement	*Agree strongly*			*Disagree strongly*		
1. Immigration is good for Australia's economy.	5	4	3	2	1	0
2. Immigrants do not create jobs.	5	4	3	2	1	0
3. Immigrants have higher skill levels than other Australians.	5	4	3	2	1	0
4. The Government spends too much on services for immigrants.	5	4	3	2	1	0
5. Australia can afford to take more immigrants.	5	4	3	2	1	0
6. Immigration increases the unemployment rate.	5	4	3	2	1	0
7. The housing industry benefits from immigration.	5	4	3	2	1	0
8. Immigration increases Australians' living standards.	5	4	3	2	1	0
9. Immigration reduces the willingness of employers to train local workers.	5	4	3	2	1	0
10. Immigration should be cut in times of recession.	5	4	3	2	1	0

When you have finished working through this evidence file, return to this exercise and decide whether you would change your initial response to any of these statements.

Investigation 1: How does immigration affect the economy?

Through a close examination of the documents in Source 1, identify the different impacts that immigration might have on the economy. Which of these economic impacts are positive and which are negative? Note that some impacts, such as an increase in demand, can have both a positive and a negative impact: an increase in demand for goods produced in Australia has a positive effect on the economy, whereas an increased demand for goods imported from overseas has a negative effect on Australia's balance of trade. Does the evidence suggest that immigration is clearly good or bad for the economy?

Turn to Student Worksheet and do the cost/benefit exercise there.

Investigation 2: What are the short-term economic effects of immigration?

Read the evidence in Source 2.

- What sorts of costs are involved in settling newly arrived immigrants in Australia?

Student Worksheet Understanding the economic impact of immigration: a cost/benefit exercise

Make a mark in the appropriate box to record your response to each of the questions below. In some cases it may be appropriate to mark both the 'cost' and the 'benefit' boxes.

Is it a cost or a benefit to the Australian economy when an immigrant:	*Cost*	*Benefit*	*Comment*
1. arrives in Australia with $50 000 in savings?			
2. moves into a government migrant hostel on arrival?			
3. gets work in a factory?			
4. buys a Holden?			
5. receives Job Search allowance?			
6. buys a house on the outskirts of the city?			
7. sets up a business which employs immigrants and other Australians?			
8. does the shopping at a grocery store which stocks food products from Europe or Asia?			
9. pays taxes on his/her income?			
10. sends his/her children to a government school?			
11. sets up a company which exports Australian products to his/her country of origin?			
12. buys groceries from the local milkbar?			
13. eats at a Greek restaurant in Australia?			
14. buys an expensive suit made in Italy from an Australian shop to wear to a wedding?			
15. does housework and provides care for children?			
16. sends money abroad to relatives?			

Discuss your answers with other members of your class. Write a brief summary of the different ways in which immigrants (and other Australians) can affect the economy.

SOURCE 1

A Beginner's guide to the economic impact of immigration

When thinking about how immigration might influence the economy, the most important single point to recognise is that immigration affects *both* the demand for and the supply of goods and services. In simple terms, by bringing in more people immigration requires that the economy produce more goods and services than before to meet the needs or 'demands' of the bigger population—but the immigrants themselves contribute to 'supplying' that increased production.

Immigration affects the *demand* side of the economy through the immigrants' own spending (such as on food, housing and leisure activities) through business expansion (including investment to build more factories and machines to produce the extra goods and services) and through expansion in government services (such as for health, education and welfare payments).

Immigration affects the *supply* side of the economy through the labour, skills and money immigrants bring to help produce Australia's range of goods and services. Immigrants on average tend to be younger, and slightly better educated and skilled, than non-immigrants; and in 1988-89, for example, brought an average of $35 000 each with them.

By adding to both demand and supply, immigrants obviously increase the amount of goods and services produced (i.e. the size of the economy). Immigration may also affect some industries more than others—the housing industry, for example, always depends very much on immigration.

As well, there are several ways in which immigration might influence the general *efficiency* with which goods and services are produced. This could follow, for example, from the skills immigrants bring with them; or through the special efforts of immigrant business people (or entrepreneurs); or through immigrants' contributions to industry technology (such as in providing special knowledge of new and better ways to produce goods and services).

Other ways in which immigration might affect the efficiency of Australian industry include that the larger economy could lead to economies, or diseconomies, of scale (whereby things become cheaper, or more expensive, to produce in bulk). Also, immigrants might influence labour market flexibility—immigrants may, for example, have particular qualifications and work experience that non-immigrants lack, or may be more willing to live and work in distant places. Although each of these contributions to industry efficiency is quite possible, unfortunately the research cannot yet tell us how strong the connections between immigration and these various aspects of efficiency really are.

Bearing in mind that immigration has both demand- and supply-side effects, and may influence the efficiency of production in particular ways, what does the recent research tell us about its consequences for some of the major economic indicators?

Immigration and economic indicators

Unemployment rate

The unemployment rate represents the number of people looking for work (the unemployed) as a percentage of the total number of the unemployed plus the number of people in jobs (the employed). Immigration is often thought to increase the unemployment rate, as the newcomers are assumed to simply add to the number of people already looking for the same number of jobs. But this argument overlooks the demand-side effects of immigration. As mentioned above, immigrant 'demands' push the economy to increase in size; and as the economy expands, so too does the employment needed to produce the extra goods and services. In fact, a number of research studies have shown that, overall, the unemployment rate is not affected by immigration, which means that immigrants create (through their demand-side effects) about as many jobs as they fill.

However, the unemployment rate of new immigrants (within, say, two years of arrival) tends to be much higher than for persons born in Australia. This largely reflects the fact that immigrants take time to settle into the Australian labour market, as they perhaps improve their

English language skills or need to get their overseas qualifications recognised here. In the short term, then, it may be that many of the jobs created by immigrants are filled by people already living in Australia, who have a better knowledge of how to find and secure those jobs.

Inflation

Inflation measures the rate at which prices of goods and services change. In the past it has been argued that increased immigration leads to a larger population competing for the same number of goods and services as before, thus forcing up the prices people have to pay (i.e. immigration causes inflation). However, this argument fails to allow for the supply-side effects of immigration—as mentioned above, immigration leads not just to increased needs or demands to purchase goods and services, but also to an increase in the actual production of those goods and services (through immigrant labour, skills and money). With the amount of goods and services available rising with the demand to purchase them, immigration will not necessarily lead to inflation. The latest research has in fact shown that no relationship exists between immigration and inflation.

Balance of payments

The 'balance of payments' is the record of a country's financial transactions, i.e. business dealings carried out between the residents of a country and the rest of the world. Two main items recorded in the balance of payments cover the export (international sales) and import (international purchases) of goods and services. The balance of payments also records whether the money used to pay for imports was available from within Australia or was borrowed from overseas. In recent years Australians have imported more than they have exported, without having had enough money to pay for the 'excess' imports. Money has had to be borrowed from overseas, which has led to an increase in Australia's overseas debt.

Research to date suggests that the effect of immigration on the balance of payments changes as time goes on. Although we don't yet know exactly how these changing effects finally balance out, it is likely that—as for the unemployment rate and inflation—immigration has little overall impact one way or the other.

This research indicates that in the years immediately after an increase in immigration the added investment demand (e.g. for new factories and machines) cannot be fully supplied from within Australia. Imports go up, with much of the increased spending having to be borrowed from overseas. However, in the longer term the supply side effects 'catch up'. The initial burst of investment and import spending declines, while immigrant skills and labour help produce more goods and services within Australia in the newer and more efficient factories now built. This helps Australia become more internationally competitive (i.e. to produce goods and services more cheaply) which then means that people in other countries are more likely to buy from us, thus leading to an increase in Australian exports. In the long run, therefore, with lower imports and higher exports, Australia is better able to control its overseas debt.

Living standards

The most commonly used measure of the overall economic effects of immigration is the result for living standards, or average income per person. Research has shown that immigration does appear to have helped raise income per person since the Second World War, though its contribution is only slight. However, though the average income per person has increased to some extent because of immigration, this doesn't necessarily mean that the increase has been evenly shared across Australian society. Research is currently being undertaken to determine how immigration has affected the living standards of different groups of people in Australia.

(Economic and Locational Research Section, Bureau of Immigration and Population Research, Melbourne.)

B The economic costs and benefits of immigration

Advantages claimed	*Disadvantages claimed*
Labour force Provision of human capital without costs of education and training.	Reduces willingness of employers to maintain the capability to train resident labour force.
Employment and unemployment Immigration is complementary. Fills shortages of labour particularly of needed skills. Migrants stimulate aggregate demand, hence helping in the creation of employment.	Immigration is competitive in sections of the labour market, depresses wage rates and reduces employment opportunities of unskilled resident workers in particular. Increases unemployment. High unemployment among new arrivals. Augments number of disadvantaged workers in society. Contributes to larger fluctuations in employment. Time lag between demand for and supply of migrant workers often result in distortions in the labour market.
Structural change Migrants facilitate structural change by being more adaptable and mobile. Skilled labour assists in overcoming bottlenecks and enables expansion in production. It has a multiplier effect on the employment of less skilled workers. Migrants increase geographic mobility. Willingness to change occupation provides flexibility to work force.	Migrants act against structural change by concentrating in industries that are inefficient and declining such as Textile, Clothing and Footwear and Motor Vehicle Industries. These industries are highly protected which results in higher prices for the consumer. Qualifications of skilled migrants frequently not recognised, results in underutilisation and dissatisfaction with life in the new country.
Output Migrants enable growth rates in output and GNP to be maintained. Economies of scale. Production for a larger consumer market reduces unit costs through higher production runs. Widens base of production, contributes to diversification in the economy. New lines of production, innovations and inventions. Additional know-how and experience increases productivity. Expansion in production reduces imports and stimulates exports. Has positive effect on balance of payments.	Immigration is more capital-widening than capital-deepening (the latter more important for introduction of new technology). Additional demand raises requirement for imports—particularly demand for specific goods. Deteriorates balance of payments.
Prices and inflation Reduces inflation—retards upward pressure on wages.	If supply of goods and services is consistent, new immigrants push prices upward. Adds pressure to housing market resulting in higher property prices.
Income and expenditure Capital inflows of migrant funds are substantial, increasing funds available to investment. Funds transferred by migrant entrepreneurs are greater per migrant and are invested directly in productive activities. Migrants have a higher rate of saving which benefits capital formation. Migrants have a higher rate of consumption and dissave in the first years after arrival. Immigration raises the *per capita* income of population in longer term; widens the tax base—increases tax revenues.	Immediate demands for investment due to immigration reduces scarce funds needed for private development, associated public sector infrastructure and existing resident consumption. Immigration reduces the *per capita* income of population—at least in short and medium term. Higher public expenditures on essential services and facilities such as education, health care, and social welfare.
Infrastructure Results in better utilisation of infrastructure like schools, communication lines, roads. This is important in a country of large dimensions like Australia. Cost *per capita* of facilities becomes smaller.	Overloading of existing infrastructure such as water, sewerage, recreational facilities in big cities.

(*Source:* F Milne & P Shergold (eds), *The Great Immigration Debate*, FECCA, 1984, p. 38.)

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SOURCE 2

A Immigration and government spending

There are costs involved in settling migrants in Australia, and many of these costs are met by the Federal Government. These outlays include spending on:

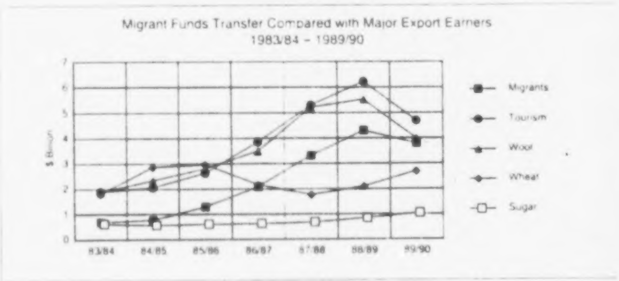
- the settlement program run by the Department of Immigration, Local Government and Ethnic Affairs (DILGEA). This program includes the Telephone Interpreter Service and the provision of temporary accommodation for refugees in migrant centres and flats. By far the biggest item in the Department's settlement program is the *Adult Migrant Education Program*, which provides English language training to adult migrants from non-English speaking backgrounds.
- part of the English as a Second Language (ESL) program of the Department of Employment, Education and Training (DEET); and
- Social Security pensions and benefits for newly arrived migrants.

(D. Douglas (ed.), *The Economics of Australian Immigration*, Sydney University Extension Programme, 1982, appendix 1.)

B Funds transferred to Australia

The estimated level of funds brought to Australia by migrants (excluding New Zealand citizens) has increased since 1983-84, reaching about $3.76 billion in 1989-90. Compared with Australia's major exports, this figure is exceeded only by tourism and wool. Business migrants bring the most funds to Australia, followed by Independent and Preferential Family migrants. Excluding Business migrants, the average funds transferred by migrants in 1989-90 was over $17 500.

(DILGEA, *At a Glance*, AGPS, 1991, p. 15.)



SOURCE 3

A Immigration and the supply of labour and skills

Immigrants contribute particular abilities and skills to Australia's economy. Immigrant labour has played an important role in Australia's economic development. After the Second World War there was a shortage of labour in Australia, and immigrants were used to fill positions in the manufacturing industries, notably the automobile and textile, clothing and footwear (TCF) industries. Immigrant labour still plays an important role in Australia's manufacturing and service industries.

Immigration has contributed vital skills to the Australian economy. It has helped to meet specific skill shortages in the economy and to influence the overall skill level within the work force. Many immigrants bring impressive educational qualifications with them from overseas. The education and training costs of these immigrants are met by other countries prior to their arrival. This 'free' supply of human capital is a great saving or benefit to the Australian community.

B Ford workers, 1955

(CAAIP, *Understanding Immigration*, AGPS, 1987, p. 26.)

More than 50 per cent of the workers at the Geelong Ford Motor Works in 1955 were migrants. This is still the case in the automotive industry today.

C Textile worker

The Victorian textile industry, the largest in Australia, relies on female immigrant workers such as this Italian woman in a Melbourne factory.

(*Source*: J. Jupp (ed.), *The Australian People*, Angus & Robertson, 1988, p. 586.)

D Qantas engineer

A Qantas ground engineer who arrived from Chile in 1975 works on a jet test panel at Sydney airport.

(*Source*: CAAIP, *Understanding Immigration*, AGPS, 1987, p. 30.)

E Immigration: some issues for discussion

Migrants' skills and entrepreneurship can remove constraints to growth and open up economic opportunities for other Australians. Immigration is no substitute for training of Australian workers. However, training takes time and skilled migrants play a crucial role in overcoming skills bottlenecks. Skilled migrants can also be important in training Australian workers and introducing new techniques used overseas.

Migrants' knowledge of overseas markets and possible export orientation could open up new export markets. A report by the Bureau of Immigration Research on the Business Migration Program lists the main benefits as: creation of new jobs or retention of jobs that would otherwise have been lost; introduction of new or improved technology; and the stimulation of exports and replacement of imports.

The Garnaut Report noted (p. 293) that 'there is a short term need to expand our capacity to deal economically with Northeast Asia which cannot be met easily except through immigration'. Northeast Asia will be an increasingly lucrative source of export opportunities for Australia.

(E. Mayer, *Immigration: Some Issues for Discussion*, EPAC, 1990.)

F A Business Migration Program immigrant

Business immigrant Eddy Ng, from Hong Kong, with one of the magnificent crayfish which are the basis of his multi million dollar business.
(*Source: Immigration in Focus 1946–1990*, AGPS, 1990, Cat. no. 85 34A. 10.)

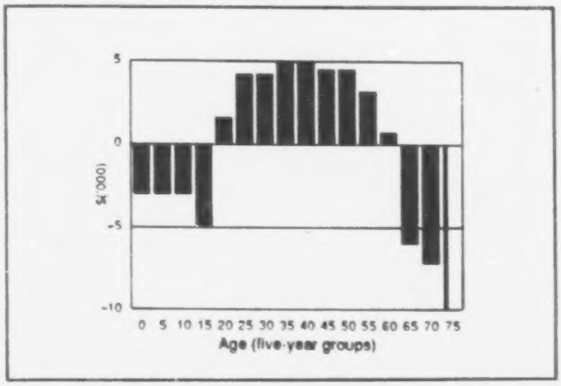
G Migrants and trade links

Migration could play a part in strengthening trade links as migrants may bring with them specific marketing knowledge or abilities. However, there is no evidence that this is significant. Australia's trade with our major trading partner Japan, has grown throughout the post-war period of high immigration with insignificant amounts of permanent migration from Japan.

There may be some justification for the view that we cannot expect to expand trade with Asia, the most dynamic region in the world economy, if we do not accept migrants from the region. However, a lower migrant intake need not imply discrimination for reasons of race or nationality if migrants are selected on a non-discriminatory basis.

(S. Joske, *The Economics of Immigration: Who Benefits?*, Parliament of Australia, 1989, pp. 22–3.)

H Net public funds transferred* during an average Australian lifetime



* The amount of tax paid, minus the amount of money spent by the Government on health, education and welfare, etc.

(*Source:* National Population Council, *Population Issues and Australia's Future: Environment, Economy and Society*, AGPS, 1992, p. 17.)

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I Average[a] net (federal) government transfers (amount of income tax paid minus the amount of money spent by the Government on pensions and benefits), Australia, 1985–86 ($'000)

Age (years)[b]	Australian born	Overseas born—period of arrival					
		Pre-1950	1950–59	1960–69	1970–79	1980–89	Total
15–24	1.1	-	-	2.0	0.4	0.2	1.0
25–34	2.9	-	2.4	3.1	2.3	2.6	2.7
35–44	3.7	5.0	3.2	3.2	3.3	2.6	3.2
45–54	3.4	10.1	4.5	3.4	1.9	3.7	3.7
55–64	1.3	1.0	1.3	0.9	0.8	1.8	0.9
65+	–3.1	–2.7	–3.6	–3.0	–3.5	–2.6	–3.1
Total	1.5	–0.6	1.5	2.4	1.9	1.4	1.6

[a] Excludes dependent children
[b] Age of income unit head

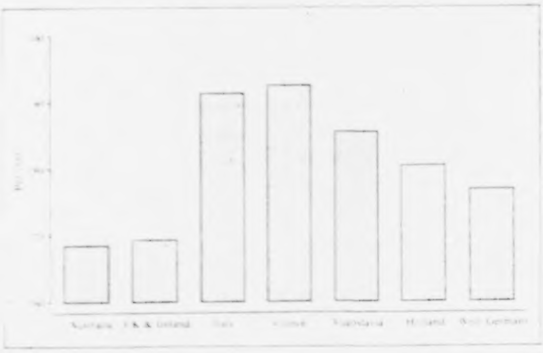
(*Source:* O. Hellwig, A. King, I. Manning & J. Perkins, *Immigrant Incomes and Expenditure*, AGPS, 1984, reproduced in W. Foster & L. Baker, *Immigration and the Australian Economy*, AGPS, 1991, p. 59.)

J Migrants and welfare

Migrants are on average younger than the Australian population and generally require less access to the health and welfare systems. By participating in the work force they pay taxes and this helps in the funding of pensions and benefits to many other Australians.

(A. Theophanous, *Immigration and the future of Australia*, Public lecture at La Trobe University, 22 April 1991, p. 12.)

K Home ownership by birthplace, Australia, 1987–88



(*Source:* ABS, *The Economic Status of Migrants in Australia*, AGPS, 1990, p. 119.)

L Home ownership rates

Overall home ownership is very similar for the overseas- and Australian-born, though data... indicate that ownership rates do vary quite widely by birthplace, the highest typically being from continental Europe.

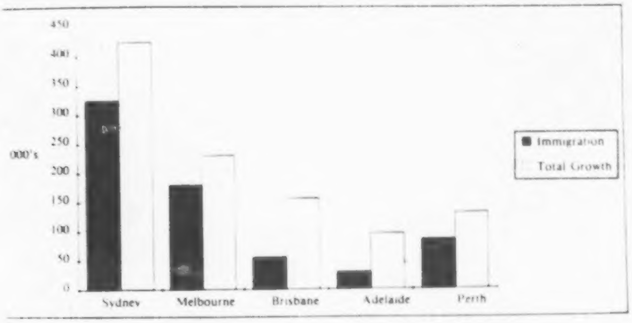
(W. Foster & L. Baker, *Immigration and the Australian Economy*, AGPS, 1991, p. 50.)

M Migrants and home ownership

Most migrants work very quickly towards home ownership and this helps boost the housing sector of the economy, a sector which is crucial to the achievement of a quick economic recovery. In the current recession, the most important single measure for lifting activity is, from the point of view of the housing industry, continuing with at least the current levels of immigration. For this reason the Housing Industry Association has strenuously opposed a cut in the numbers.

(A. Theophanous, *Immigration and the future of Australia*, Public lecture at La Trobe University, 22 April 1991, p. 13.)

N Contribution of immigration to household growth, 1986–2001



(*Source*: P. Murphy et al., *Impact of Immigration on Urban Infrastructure*, AGPS, 1990, p. 62.)

O Migrants and imports

Turning to imports, one popular view is that immigrants may have a relatively high propensity to consume imports, since their tastes are likely to be inclined towards the produce of their origin countries. Moreover, this propensity could in turn influence non-immigrant preferences for imported goods through 'demonstration' effects. It is also, of course, possible that overseas cultural and language contacts could stimulate import activity, as well as exports. There are no data available on the allocation of household expenditure between imports and domestically produced goods, so the general proposition cannot be tested directly. However, a significant proportion of immigrant households' expenditure, particularly in their early years, is on housing-related items, which do not have a high import component. And although food is a major budget item, and one where tastes for foreign goods may be evident, the growth of ethnic communities brings with it the capacity for domestic production of specialised food items, thus reducing reliance on imports.

(W. Foster & L. Baker, *Immigration and the Australian Economy*, AGPS, 1991, p. 103.)

SOURCE 4

A Immigration and the economy

In the 1990-92 recession there have been many calls for reducing the size of the immigration intake because of high levels of unemployment and the view that immigrants take the jobs of those born in Australia. These arguments ignore the demand-side effects of immigrants and the consequential flow of jobs created. However, it is true that newly arrived immigrants, especially those from non-English-speaking background countries, currently have unemployment rates even higher than those of other new entrants to the labour market, such as school leavers.

Research also shows that unemployment rate differentials between immigrants and people born in Australia increase during recession. Overall, it appears that the jobs created through the demand-side effects of new immigrants are taken by the Australian-born, leading to an unemployment rate for the Australian-born that is lower than in the absence of immigration. This favourable outcome for the Australian-born does not overcome the labour market problems of new settlers to Australia, nor does it ease the burden placed on the social security system by unemployed new immigrants. In the longer term, however, unemployment rates for immigrants appear to fall to levels comparable with people born in Australia.

(L. Williams, 'The effects of immigration on Australia—a review of research findings' in DILGEA, *Annual Report*, AGPS, 1992.)

B Recent migrants getting $251m benefits a year

Recent migrants to Australia were costing the community $251 million a year in social security benefits, according to Federal Government estimates.

The latest figures, for June, show that 35 560 migrants who had been in Australia for two years or less were unemployed. A further 5700 recent migrants were on sickness and special benefits.

Last financial year, 122 000 migrants arrived in Australia. The program for this financial year allows for 111 000 new arrivals.

Release of the figures is sure to add weight to calls for immigration to be slashed while the recession continues to devastate the job market.

The Opposition Leader, Dr Hewson, has called for big cuts to the migrant intake and a shift from family reunion to skilled migration.

The Opposition immigration spokesman, Mr Ruddock, said yesterday that the data confirmed research showing that new arrivals with low skills had high rates of unemployment. Mr Ruddock said the latest figures showed that a significant economic burden had been transferred to taxpayers from family reunion sponsors who had not fulfilled their obligations.

(J. Masanauskas, The Age, 2 November 1991.)

C Migrant dole alert rejected

It was untrue to say that immigration caused unemployment during times of recession, a Canberra academic said yesterday.

Dr James Jupp, director of the Centre for Immigration Studies at the Australian National University, said areas with the highest unemployment included Tasmania, which did not get many migrants. 'So it's not necessarily true to say that immigration causes unemployment, because it doesn't', he said.

However, he said it was true to say that a significant number of migrants, specifically refugees, did end up on the dole. 'A higher proportion do go on the dole than is true of the general population but that is also true of school leavers,' he said.

The two groups most strongly represented among the unemployed were non-English-speaking new arrivals and school leavers, Dr Jupp said. He said 20 to 30 per cent of refugees from Viet Nam or Lebanon would normally be on the dole, more than twice the national average. As many as a quarter or a third could be expected to have long periods of unemployment. But a majority of skilled or independent migrants did find work.

'Where you get the unemployment problem is with the refugees and some of the concessional family reunions because they are not points-tested for English', he said.

Dr Jupp said there had been a drop in the number of migrants who settled because fewer were arriving and more were leaving. 'In the short term it certainly costs money to bring people in and put them on unemployment,' he said. 'But in the long run many of these migrants are in a process which goes on for a year or more. They have already been nominated and you can't just cut the program in half without severely disadvantaging people who are well on the way already.'

(*West Australian*, 25 January 1992. Courtesy AAP.)

D Sadly, it's time to take the axe to immigration

It's now sadly obvious that Australia must savagely cut its migrant intake, particularly of the non-English-speaking group.

Whether or not one fully accepts Dr Bob Birrell's contention that the jobless rate among the post 1986 arrivals in this group is twice the national average of unemployment, and among the 1990-91 arrivals is 44 per cent, there can be no doubt that the jobless rate among non-English-speakers is alarmingly high.

Nor can it be doubted that the cost of this to the Australian taxpayer is intolerable, given the cuts in community services now being undertaken to pay this bill, and those to come which are already inevitable.

The Australian Bureau of Statistics says the unemployment rate among all post-January 1990 immigrants is a distressing 29 per cent, or three times the national average.

It is impossible that Australia can continue in the medium term to ignore the fact that we cannot afford our current immigration program. Therefore, however uncomfortable it is to many of us, whatever the multiple advantages which immigration has brought this country, we must cut and cut hard.

Three issues emerge from the work of Dr Birrell, a Monash University sociologist, and others who have researched in the field:

1. A disproportionately high number of recent immigrants, particularly among the non-English-speaking, are competing with established people for unskilled jobs. In the days when migrant hostels used to be located next to car-making plants, a high proportion of unskilled workers suited the national interest. Obviously, today it does not.

2. So extended is the jobless condition of many migrants, again particularly the non-English-speaking, that many are swelling the ranks of the under-class. We seem to be imitating Britain and the US in the augmenting of this group, which runs against all national tradition.

3. Since the proportion of refugees in the migrant intake is only about 10 per cent, and the high proportion of unemployed migrants much exceeds this, the family reunion sector of immigration, rather than the needed skills category, is obviously skewed. Making tough decisions in this area is painful and the risk of injustice is high, but we cannot go on as we are.

Many Australians will feel no pleasure or pride in taking the axe to the immigration scheme. Since the 1930s, and massively since the 1940s, this country has been transformed by immigration, greatly for the better. If the country is more complex, it is vastly more interesting. In every area of national life, we owe much to our immigrants, just as they owe much to this country and readily acknowledge that.

The sloughing off of the White Australia policy has made us much better prepared to carve out our future on the cusp of Asia. The blending of colors as well as languages on our streets has made us a meeting-place and meshing-place of Asia and Europe in the same way that Marseilles or Malaga have long blended Africa and Europe. But now we have reached a crisis in our economic life to which we must respond. The need to slash immigration represents a grievous failure of economic planning in this country. But we already have the failure and therefore the need.

There'll come a time when a resurgent Australian economy will need the world in great numbers to enter its doors again and stay. If such a time doesn't come again, many old Australians as well as new will be looking for a New Australia, a new land of opportunity. Emigration will be our problem, not immigration and there are the first signs of it even now.

But until the time of economic recovery, we have to break with our great national tradition. We do no favour to people when we beckon them in to live on the dole; we do even less favour to hard pressed and workless people already here to further threaten their chances of a job.

The bakery is ordering less flour and laying off staff. We can't continue to pretend there'll be more bread than there was before.

(P. Smark, The Age, 5 July 1991.)

E Immigration and the future of Australia

Far from contributing to unemployment, migrants can have a positive effect on the economy as a whole, including the labour market, and certainly help increase the total pool of employed people over the medium to long term. Even in times of economic difficulty, migrants well chosen, can have a positive impact on unemployment. Of particular interest here is the conclusion of Mark Wooden at the National Institute of Labour Studies, Flinders University, that 'the evidence strongly refutes the claim that immigration leads to increases in unemployment'.

Another eminent economist, Professor Glenn Withers of La Trobe University, has argued that a controlled migrant intake could aid economic recovery. 'In the past, a primary reason for a period of cuts in immigration has been fear of migrants creating unemployment when times are bad. This fear is widely recognised now as ill-founded. Migrants add to expenditure which creates jobs, just as they also seek to fill jobs. The result has been the continuing creation of as many jobs as migrants have taken. Indeed, the initial impact is to reduce unemployment, even during recession.'

This conclusion is further supported by the Department of Immigration in its Statistical Note No. 35: 'During the 1982-83 recession, overseas-born unemployment increased relatively more than that for the Australian-born, with job losses in industries such as steel and construction affecting the overseas-born disproportionately. However, in the recovery phase, the proportion of the unemployed who were born overseas has fallen. In August 1983, 31.2 per cent of unemployed persons were born overseas. By August 1986, this had fallen to 27.3 per cent. Over these three years, the number of migrants unemployed declined from 213 100 to 162 709 (23.7 per cent drop), while the number of Australian-born dropped from 471 000 to 433 000 (8.1 per cent).'

This illustrated that, rather than migrants taking the jobs of Australian-born workers during a recession period, their unemployment increased at a greater pace during that period, and, incidentally, in a period of lower immigration. Conversely, during the period of higher immigration, and during the period of recovery, the unemployment of the migrants was reduced, so that the relationship which is claimed to exist between recessionary periods and the taking of jobs by migrants is not sustained.

(A. Theophanous, *Immigration and the future of Australia*, Public lecture at La Trobe University, 22 April 1991, pp. 9–10.)

F Skilled immigration and the economy

> **Skilled immigration may be a disincentive to domestic training and may lead to lower real wages.**

The Minister for Employment, Education and Training has noted that reliance on immigration is one of the 'marked impediments for employers to invest in training.' While immigrants can bring skills to Australia, skilled migrants also act as a disincentive for employers to train pre-immigration residents. Increased levels of domestic training as opposed to reliance on migrants' skills will boost the productivity and income of Australian residents and also may help to ensure the relevance of such training to the needs of Australian industry. There are also likely to be spin-offs for domestic research and development.

Immigration can play an important part in relieving temporary skill shortages and introducing new skills to Australia, but given the disincentive effect on domestic training it may be appropriate to limit such migration both in numbers and duration (i.e. reliance on temporary residents who can pass on their skills to Australians and then return).

(S. Joske, *The Economics of Immigration: Who Benefits?*, Parliament of Australia, 1989, p. 14.)

G Immigration and skills

There is no available economic evidence on which to assess the concern that the role of immigration as a source of skills has reduced Australia's commitment to its domestic skill source, the education and training system. At any rate, it would seem most logical to tackle any problems with the latter directly, rather than attributing to immigration an unproven and clearly indirect role in their resolution. Realistically, Australia requires the two sources of skills to work together, since however strong the domestic supply of skills may be, there is always likely to be an important role for immigration as a supplementary source.

(W. Foster & L. Baker, *Immigration and the Australian Economy*, AGPS, 1991, pp. 120–1.)

SOURCE 5

A Immigration and the standard of living

The effects of immigration on living standards are complex. Even economists disagree about whether these effects are positive or negative overall. Most economists agree that immigration stimulates economic growth (an increase in national output or GDP) by increasing the supply of labour and capital available for use in production, and by expanding the size of the market. However, there is disagreement about whether immigration causes growth in output or GDP *per head of population*, this being the usual measure of a nation's standard of living. Immigration increases output but it also increases the number of heads over which that output is spread. If immigration contributes more to population growth than to output growth then it actually reduces the standard of living.

Because the average immigrant is of working age on arrival, immigration adds proportionately more to the work force than to the population as a whole. This works to increase output per head of population. However, immigration also reduces productive capital per worker, which could cause output per head to fall. To see how this works, consider the following situation:

Suppose a furniture company employs one carpenter to make tables from wood and nails which are both readily available. The carpenter (labour) uses a hammer (capital) to produce 10 tables a day. An immigrant arrives with the same skills as the resident carpenter. There is only one hammer and by sharing it the two workers make 12 tables a day. In this case, production is bigger, but output per worker is almost halved, because of the decline in the capital/labour ratio.

Suppose that the immigrant worker brought enough money from overseas to buy another hammer (extra capital). Each worker would produce 10 tables a day and output per worker would remain the same as before.

Now suppose that the immigrant worker, in addition to supplying another hammer, was more skilled than the resident carpenter, being able to produce 15 tables a day. Together, the two workers would produce 25 tables a day, or—if the immigrant worker was able to show the other how to produce 15 tables a day also—they would produce 30 tables a day, thereby increasing the output per worker.

Thus the composition of the immigrant intake is important in determining the effect of immigration on output per head or the 'standard of living'. The more skill and capital the immigrant intake possesses, the more likely it is that immigration will have a positive effect on the standard of living.

(Based on D. Pope, 'Economics of Immigration', in J. Jupp (ed.), *The Australian People: An Encyclopedia of the Nation, Its People and their Origins*, Angus & Robertson, 1988, pp. 875-7.)

B Immigration's contribution to the standard of living

The strong conclusion from our study is that for immigration to make a substantive contribution to living standards over the longer term as measured by average income per capita it must be highly selective embodying a skill level significantly above that of the domestic work force. If the skill level deteriorates significantly and the age of the intake increases then the longer term economic effects may well be negative. If the intake composition with respect to age and skill remains similar to that of the recent past, then, as far as it can be measured, the effect on longer term per capita income of expanding or contracting the intake size will be small.

(Centre for International Economics, 'The relationship between immigration and economic performance', in CAAIP, *Immigration: A Commitment to Australia*, Consultants' Reports, AGPS, 1988, p. viii.)

C Immigration and the current account deficit

Immigration boosts aggregate supply of goods and services through the direct productive activities of immigrants, through positive effects they may have on the efficiency of others, and through the additional imported goods and services that can be financed from the funds they bring with them from overseas.

(a) The direct contribution of new immigrants to national output depends on a number of factors:

- Average skill levels: These are probably slightly higher than the total population—perhaps about 15 to 30 per cent higher on average, although this is subject to dispute. On the other hand English language disability can be a disadvantage, and lack of recognition of overseas qualifications may inhibit utilisation of skills.
- Labour force participation rates: These have recently been lower than the rest of the population for recently arrived immigrants, but are higher for more established migrants.
- Unemployment rates: As would be expected, these are generally higher than average for new migrants, as they are for all new entrants to the labour market.

On balance, the average direct contribution of new immigrants to the supply of labour services may be initially lower per capita than the average for the rest of the population but rises over time. With skilled or business migrants, it could well tend to exceed the national average.

(b) Effect on output of others. There are various reasons why the impact of immigrants on output may exceed the value of their own labour inputs: The increased stock of capital associated with immigration will add further value to the nation's output; migrants with specialist skills will often enhance the productive capacity of other workers and of the existing capital stock; faster growth may mean a younger and more technologically advanced capital stock; and the larger domestic market generated by immigration may permit economies of scale to be realised, although the significance of many of these factors is a matter for debate. As well immigration may enable a country to maintain a 'fuller' rate of employment, for example, because of its effects on underlying demand and on labour market flexibility. On the other hand, it should be recognised that language problems have costs for training and safety (estimated by the Office of Multicultural Affairs to cost over $3 billion per annum), and the Japanese External Trade Relations Office has identified this as a disadvantage of investing in Australian manufacturing.

(c) Immigrants' funds transfers. Funds transferred into Australia by immigrants do not directly add to output, but are recorded as a credit in the current account of the balance of payments, and so add to our ability to purchase goods and services from abroad.

(F Argy, 'Immigration and the current account deficit', in M. Easson (ed.), *Australia and Immigration: Able to Grow?*, Pluto Press, 1990, pp. 117–18.)

D Immigrants and urban pressures

Because infrastructure is generally location specific, trends in population distribution are of special relevance. The most important of these trends is that without significant increases in urban residential densities, about two-thirds of all population growth between the present and 2030 (five million people) is projected to occur on the fringes of Australia's five largest cities. It is here where demand for new infrastructure will be greatest. A recent National Housing Strategy report (NHS, 1991) projects that 1.2 million new houses will have to be built on the fringes of these cities over the next twenty years, under present trends.

Problems arising from this are most acute for Sydney. In 1988 the New South Wales Government estimated that it would cost about $50 000 per 0.1 hectare lot to provide the infrastructure for a major new development site at Rouse Hill in Sydney's north west sector. This represents the capital investment which Commonwealth, State and local governments must invest in the telegraph lines, roads, water and sewage pipes and treatment plants, schools, hospitals, etc., if housing development at current service standards were to proceed.

There are then very large urban infrastructure funding requirements for Sydney's continued expansion and significant diseconomies of scale in the provision of that infrastructure.

(National Population Council, *Population Issues and Australia's Future*, AGPS, 1992, pp. 23-4, 28.)

E Urban development costs of high population growth[a]

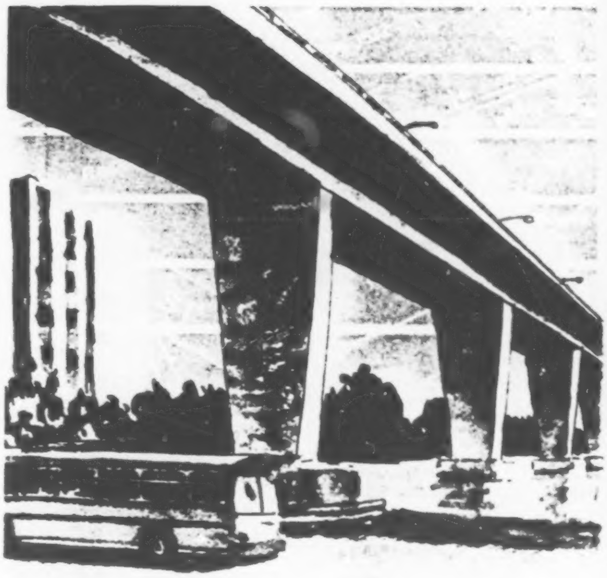
	$ million
State government	
Water and sewerage	807
Arterial roads	309
Public transport (train, bus)	101
Education (primary, secondary, technical)	343
Health	63
Community facilities	39
Sport and recreation facilities	5
Regional open space	34
Total	1700
Local government[b]	
Roads (distributor, collector)	130
Community facilities	19
Sports, recreation, open space	121
Drainage	106
Total	377
Other servicing authorities	
Telephone	82
Electricity	184
Total	266
Total gross capital costs	2343

[a] Costs are approximate, based on a typical new development sector in Sydney. They are in 1986 dollars, undiscounted. They are not adjusted for recoupment. The costs of services are at present not entirely recoverable through fees and charges. The costs shown are not complete; sub-arterial roads and some regional facilities are not included, for example.

[b] Local government costs exclude funds provided by State government assistance.

(*Source:* L. H. Day & D. T. Rowland, *How Many More Australians?*, Longman Cheshire, 1988, reproduced in P. Murphy et al., *Impact of Immigration on Urban Infrastructure*, AGPS, 1990, p. 43.)

F



- In what ways do newly arrived immigrants contribute to the Australian economy?

Investigation 3: What are the medium/long-term economic effects of immigration?

The evidence in Source 3 relates to some of the effects of immigration after the initial settling period; that is, the *long-term* economic effects of immigration. This investigation looks at effects of immigration on human capital (labour and skills), tax and government expenditure, and demand for housing and imports.

Human capital (labour and skills)

Look at Sources 3A-F.

- What do immigrants contribute or supply to the Australian economy and work force?
- What is the benefit to Australia of accepting immigrants who have been educated and trained overseas?
- How might immigration help Australia's export performance?

Tax and government expenditure

Like Australian-born persons, immigrants contribute taxes to the Government and receive health, education and welfare and other benefits from the Government. Carefully examine Source 3G, which shows the funds transferred to the Government (the amount of tax paid minus government outlays on health, education and welfare) during the average Australian lifetime.

- Why do you think the funds transferred to Government by the 0-20 and the 65-75 age groups are *negative* (below zero)?

Immigrants to Australia generally tend to be young adults in the early stages of their working lives. In 1990-91, for example, the median age of settler arrivals was 27.4 years. (The median age of the Australian population as a whole was 32.5 years.) Why is this fact important when considering the economic impact of immigration? Refer to Sources 3G-I.

Look again at Source 3H which compares the average fund transfers (tax paid minus benefits received) of Australian and overseas-born citizens in Australia.

- According to this table, which group transfers more funds to the Government: the Australian-born or the overseas-born?

> 'Another concern in the past is that migrants are a net drain on the tax-payer. But this too is inaccurate...Aggregate taxes and fees paid by migrants actually exceed the welfare and public services received.'
>
> (Professor Glenn Withers, economist.)

Do you agree with this statement by Professor Glenn Withers? Use the evidence in Sources 3G-I to test the professor's statement.

Demand for housing and imports

Immigration increases the demand for goods and services. Housing is one of the areas where the effects of immigration are felt. An increase in demand for imports is sometimes attributed to immigration. Examine Sources 3J-M.

- Do you think immigration contributes significantly to the demand for housing?
- Who do you think would benefit from an increase in demand for housing?

Look at Source 3O, then complete the sentence below with the most appropriate answer. The authors of this passage suggest that:

(i) the popular view that immigrants have a high propensity to consume imports is clearly right;
(ii) immigrants do not consume imported goods;
(iii) it is difficult to assess the extent to which immigrants consume imports;
(iv) foreign foods have enriched Australian cuisine.

Conclusion

Summarise the information presented in Source 3 by answering the following questions:

- In what ways can immigrants, once settled in Australia, further contribute to Australia's economy?
- What concern is expressed in this evidence about immigrants' impact on the economy?
- Which arguments presented in Source 3 are most convincing to you and why?

Investigation 4: What effects does immigration have on the labour market?

The labour market includes all those in employment as well as those seeking employment.

> One common mistake in discussing the labour market is to assume that there are a fixed number of jobs for which overseas- and Australian-born workers compete. It is important to note that an increase in population size through immigration actually expands the size of the labour market by increasing the demand for goods and services. In other words, immigration creates jobs, while also increasing the number of people looking for work and working in the labour market.

Examine the arguments and points of view presented in Sources 4A-F.

- What arguments are presented to support the idea that immigration should be reduced in times of high unemployment?

- What arguments are presented to counter the notion that immigration should be reduced in times of high unemployment?
- In what ways do immigrants create employment?
- What do you think about the proposition that immigration is the cause of unemployment?
- Which immigrants face the greatest difficulties in the labour market, and why?

Training

Look at Sources 4G-I.

- What is the possible impact of immigration on training in Australia?

Investigation 5: How does immigration affect Australians' living standards?

- What do you think are the essential ingredients of a good standard of living?

Economists have traditionally measured living standards by calculating output or gross domestic product (GDP) per head of population. GDP represents the value of all the goods (e.g. items of clothing) and services (e.g. public transport, banking) produced by a nation each year. It should be noted, however, that this indicator of living standards has been criticised for not taking into account other factors affecting the quality of life, such as environmental and health factors.

Look at Sources 5A-C.

- In what ways might the size and composition (or make-up) of the immigrant intake affect Australia's living standards?
- Why is it important for Australian living standards that immigrants' skills are recognised?
- Can immigrants improve Australia's productivity or output per head of population?

Location

Most immigrants who settle in Australia choose to live in the major cities. This increases the size of the cities' populations. Look at Sources 5D-E.

- What are some of the possible economic consequences of population growth in Australia's major cities?
- How do you think the settlement of immigrants in Australia's cities could affect living standards?

Return now to the Opinion exercise at the beginning of this evidence file.

Have you changed your mind about any of the statements in the Opinion exercise? Yes/No

If Yes, which arguments in this evidence file have persuaded you to modify your opinions?

If No, which arguments in this evidence file have confirmed your original response?

Debate

'In the long term, the economic benefits of immigration outweigh the costs involved.'

Further activities

- Invite an immigrant business person in your local community to speak to your class about his/her business. Prepare a list of questions for the speaker, such as: How did you get your business started? What skills are used in your business? How many people do you employ? Do you import or export goods?
- Talk to an adult immigrant about his/her work history in Australia. Write a biographical sketch based on your interview.

Further research

- The contribution of immigrant skill and labour to Australia's economic development was epitomised in the Snowy Mountains Hydro-Electric Scheme, begun in 1949. Do some research to find out more about the scheme and the contribution of immigrant workers to its completion; then write a report based on your research. In your report take into account environmental and employment aspects at that time. Do you think such a scheme would be undertaken in the same way today?

EVIDENCE FILE E

The Social Impact of Immigration

(*Source:* Australian Picture Library; reproduced in T. Dare, *Australia: A Nation of Immigrants*, Child & Associates, 1988, p. ii.)

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Investigation E

How has immigration shaped Australian society?

This evidence file examines the profound effects of immigration on Australian society. It encourages students to explore such questions as:

- To what extent has immigration altered the ethnic composition of Australian society since the beginning of the immigration program in 1947?
- What is multiculturalism?
- Why do immigrants become Australian citizens?
- In what ways has immigration shaped Australia's social and cultural life?
- What are the attitudes of people in Australia towards immigration?
- How does immigration influence social cohesion in Australia?

Suggested Strategies

An opinion exercise

Study the statements below and record your initial response to each of them on the scale.

When you have finished working through this evidence file, return to this exercise and decide whether you would alter your response to any of these statements.

Investigation 1: To what extent has immigration altered the ethnic composition of Australian society since 1947?

Look at the evidence in Source 1 in order to determine whether the statements on the next page are true or false.

What is your conclusion? Has immigration made a significant impact on the ethnic composition of Australian society since 1947? Write a short paragraph describing what impact immigration has had on the make-up of Australian society.

Investigation 2: What is multiculturalism?

- What do you think 'multiculturalism' means? Write a short paragraph describing what you think is meant by the term.

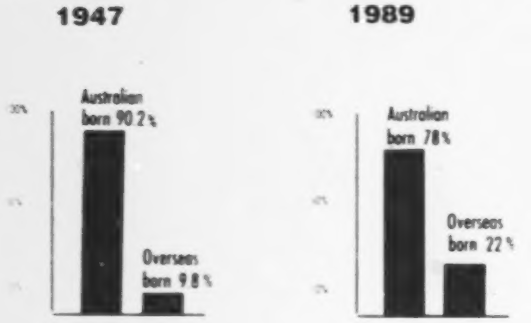
Now look at Source 2.

- Would you add or cut anything from your own definition of 'multiculturalism' after examining these sources?
- How is multicultural policy different from immigration policy? How are they connected?

Statement	*Disagree strongly*						*Agree strongly*
1. Immigrants have enriched Australia's cultural life.	–3	–2	–1	0	1	2	3
2. Immigrants should adapt to the Australian way of life.	–3	–2	–1	0	1	2	3
3. Immigration has made Australia a more tolerant society.	–3	–2	–1	0	1	2	3
4. Immigrants should only speak English in public places.	–3	–2	–1	0	1	2	3
5. Immigration has given Australia a rich diversity of foods.	–3	–2	–1	0	1	2	3
6. Australian-born people should be more tolerant of immigrants.	–3	–2	–1	0	1	2	3
7. Immigration has made Australia more in touch with the rest of the world.	–3	–2	–1	0	1	2	3
8. All immigrants should show their commitment to Australia by becoming citizens.	–3	–2	–1	0	1	2	3
9. Immigrants should not stick together and should mix with other Australians.	–3	–2	–1	0	1	2	3
10. Ethnic diversity is a good thing for Australia.	–3	–2	–1	0	1	2	3

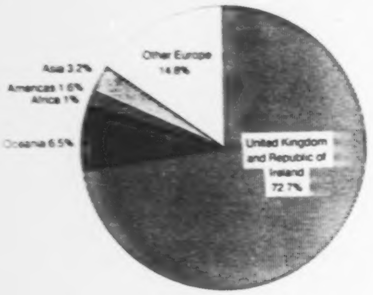
SOURCE 1

A Birthplace composition of Australia's population



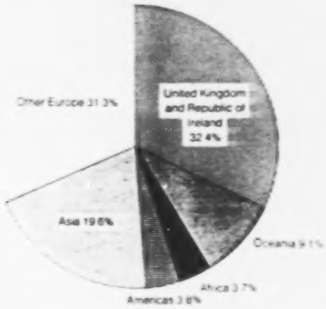
(Source: DILGEA, *The Facts*, AGPS, 1990, p. 10.)

B Overseas-born, 1947



(Source: DILGEA, *The Facts*, AGPS, 1990, p. 10.)

C Overseas-born, 1989



(Source: DILGEA, *The Facts*, AGPS, 1990, p. 10.)

D Ethnic composition of the Australian people (per cent)

Ethnic origin	*1787*	*1846*	*1861*	*1891*	*1947*	*1988*
Aboriginal	100.0	41.5	13.3	3.4	0.8	1.0
Anglo-Celtic	-	57.2	78.1	86.8	89.7	74.6
Other European	-	1.1	5.4	7.2	8.6	19.3
Asian	-	0.2	3.1	2.3	0.8	4.5
Other	-	-	0.1	0.3	0.1	0.6
Total	100.0	100.0	100.0	100.0	100.0	100.0
No. ('000s)	500	484	1328	3275	7640	16 300

(Source: C. Price, Ethnic Groups in Australia, Policy Options Paper prepared for the Office of Multicultural Affairs, 1989; reproduced in OMA, *National Agenda for a Multicultural Australia*, 1989, p. 2.)

E Ethnic origins of the Australian population as at 26 January 1988

Ethnic origin	*No*	*%*
Anglo Celtic		
English	7 158 860	43.92
Scottish	1 948 320	11.95
Irish	2 810 430	17.24
Welsh	220 860	1.36
Manx	13 480	0.08
Total	12 151 950	74.55
West, North European		
Channel Islander	23 090	0.14
French	79 460	0.49
Belgian	10 890	0.07
Dutch	235 330	1.44
Swiss	30 090	0.18
Austrian	41 740	0.25
German	618 600	3.79
Danish	66 680	0.41
Norwegian	27 640	0.17
Swedish	49 920	0.31
Finnish	20 600	0.13
Other[a]	8 020	0.05
Total	1 212 060	7.43
East European		
Estonian	9 260	0.06
Latvian	27 300	0.17
Lithuanian	13 730	0.08
Polish	133 500	0.82
Russian	41 790	0.26
Ukrainian	25 540	0.16
Slovak[b]	4 450	0.03
Czech	21 810	0.13
Slovenian	10 500	0.06
Croatian	154 010	0.95
Serbian	40 400	0.25
Bulgarian	3 490	0.02
Macedonian	75 000	0.46
Hungarian	52 880	0.32
Romanian	13 770	0.08
Total	627 430	3.85
South European		
Albanian	4 180	0.03
Greek	323 110	1.98
Italian	605 250	3.71
Maltese	135 290	0.83
Spanish	97 910	0.60
Portugese	33 320	0.20
Other	1 030	0.01
Total	1 200 090	7.36
West Asian		
Turkish	42 240	0.26
Syrian	6 080	0.04
Lebanese	124 150	0.76
Egyptian	16 300	0.10
Other Arab	2 810	0.02
Iranian	6 200	0.04
Armenian	18 000	0.11
Assyrian	10 000	0.06
Jewish	120 000	0.73
Total	345 780	2.12
South Asian		
Afghani	2 580	0.02
Pakistani	4 860	0.03
Indian	64 430	0.40
Bangladeshi	7 120	0.04
Sri Lankan[d]	18 430	0.11
Total	97 420	0.60
Southeast Asian		
Burmese	5 490	0.03
Thai	11 260	0.07
Vietnamese[e]	80 840	0.50
Laotian	9 490	0.06
Cambodian	13 420	0.08
Malay	12 020	0.08
Indonesian	14 370	0.09
Filipino	51 400	0.31
Timorese	2 560	0.02
Total	200 850	1.24
Other Asian		
Chinese[e]	196 310	1.21
Japanese	16 350	0.10
Korean	11 910	0.07
Other	2 140	0.01
Total	226 710	1.39
African	20 190	0.12
American	6 320	0.04
Pacific Islander[g]	40 200	0.25
Aboriginal, TSI	163 000	1.00
Total Australian population	16 300 000	100.00

[a] Luxembourg, etc

[b] Including a few Ruthenians

[c] From Bulgaria, Greece, Yugoslavia

[d] Including Sri Lankan Tamils

[e] Chinese Vietnamese transferred to Chinese

[f] Including some Mauritians

[g] Including some 19 000 Maoris, 5500 Tongans, and 20 500 'South Sea Islanders', descendents of the 'Kanakas' who came to Queensland and New South Wales as labourers in the nineteenth century

(*Source*: C. Price, 'The ethnic character of the Australian population', in J. Jupp (ed.), *The Australian People*, Angus & Robertson, 1988, p. 124.)

SOURCE 2

A What is multiculturalism?

In a descriptive sense multicultural is simply a term which describes the cultural and ethnic diversity of contemporary Australia. We are and will remain a multicultural society.

As a public policy, multiculturalism encompasses government measures designed to respond to that diversity. It plays no part in migrant selection. It is a policy for managing the consequences of cultural diversity in the interests of the individual and society as a whole.

The Commonwealth Government has identified three dimensions of multicultural policy:

- *cultural identity*: the right of all Australians within carefully defined limits to express and share their individual cultural heritage, including their language and religion
- *social justice*: the right of all Australians to equality of treatment and opportunity and the removal of barriers of race, ethnicity, culture, religion, language, gender or place of birth
- *economic efficiency*: the need to maintain, develop and utilise effectively the skills and talents of all Australians, regardless of background.

These dimensions of multiculturalism apply equally to all Australians, whether Aboriginal, Anglo-Celtic or non-English-speaking background and whether they were born in Australia or overseas.

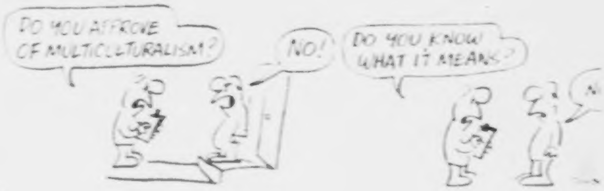
There are also limits to Australian multiculturalism. These may be summarised as follows:

- multicultural policies are based on the premise that all Australians should have an overriding and unifying commitment to Australia, to its interests and future first and foremost
- multicultural policies require all Australians to accept the basic structures and principles of Australian society—the constitution and the rule of law, tolerance and equality, parliamentary democracy, freedom of speech and religion, English as the national language and equality of the sexes
- multicultural policies impose obligations as well as conferring rights: the right to express one's own culture and beliefs involves a reciprocal responsibility to accept the right of others to express their views and values.

As a necessary response to the reality of Australia's cultural diversity, multicultural policies aim to realise a better Australia characterised by an enhanced degree of social justice and economic efficiency.

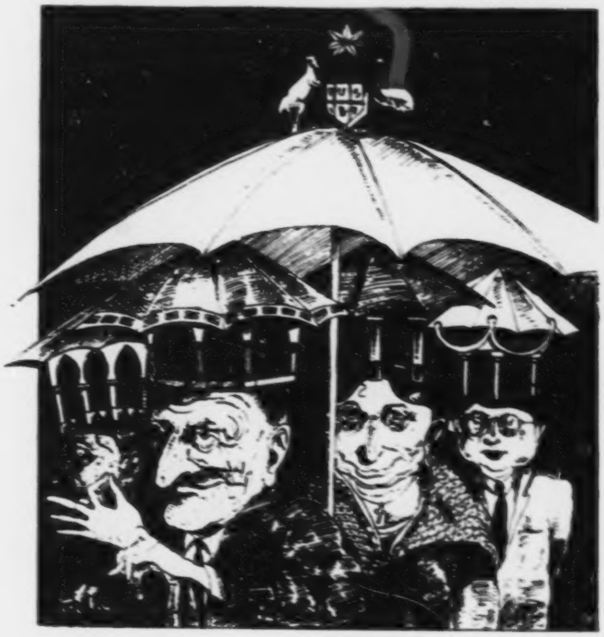
(Office of Multicultural Affairs, *National Agenda for a Multicultural Australia … Sharing Our Future*, AGPS, Canberra, 1989, p. vii.)

B


DO YOU APPROVE OF MULTICULTURALISM?
NO!
DO YOU KNOW WHAT IT MEANS?
N

(Source: DILGEA, *The Facts*, AGPS, 1990, p. 18.)

C



(Source: *The Age*, 10 April 1989.)

SOURCE 3

A Applying for citizenship

Immigrants and refugees can apply for Australian citizenship after meeting the residential requirement. In most cases, this is two years after arrival in Australia as a permanent resident. Time spent overseas doesn't normally count. They generally must be present in Australia when they apply and must also intend to live here permanently or to maintain a close and continuing association with Australia. They must also be of good character and able to speak and understand basic English, and have an adequate knowledge of the responsibilities and privileges of Australian citizenship.

(DILGEA, *The Facts*, AGPS, 1990, p. 29.)

B

(*Source*: DILGEA, *Say it with pride, I am an Australian*, AGPS, 1988, pamphlet.)

C Citizenship

Citizenship is the symbolic expression of commitment to Australia and the values inherent within Australian society.

As an Australian citizen the individual is entitled to rights and assumes responsibilities: the right and responsibility to vote, the right to stand for parliament, to join the Australian Public Service and to apply for an Australian passport.

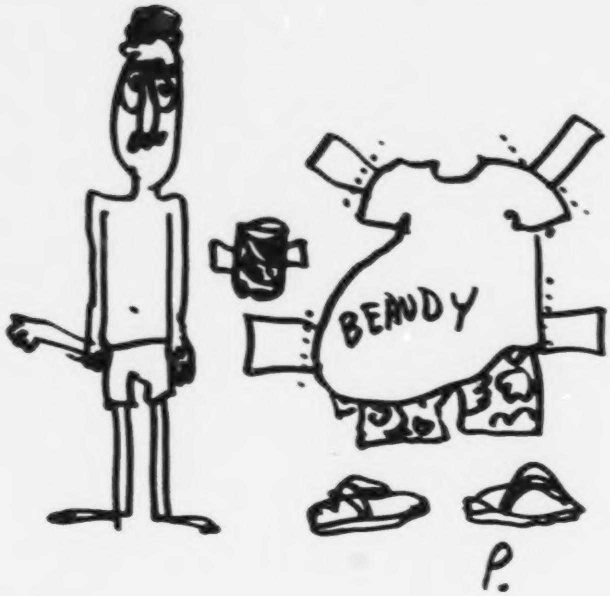
Rights and freedoms are embedded in Australian traditions, customs, values, laws and institutions. The most basic of our rights and freedoms is the right not to be deprived of one's liberty without due process of law. The second is that of individual liberty: of movement, of free passage in and out of one's country, of assembly, of speech, of religion and freedom to associate with others.

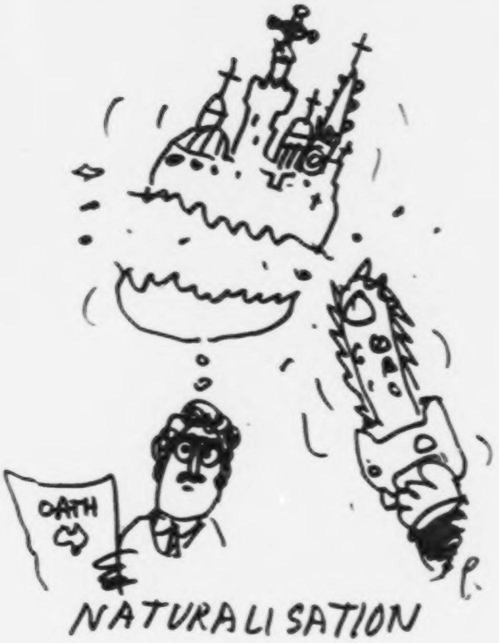
These rights and freedoms are extended and enhanced through the government policy of multiculturalism. Individual democratic rights, to be different and to pursue one's own path to happiness without fear of interference from those who hold different opinions, are protected within the legal framework.

The Australian Constitution, Commonwealth and State legislation, make it illegal for any person to be discriminated against on the basis of sex, race, ethnicity, religion, language, marital status, pregnancy, disability and sexual preference. Citizenship imposes an obligation upon individuals to accept the right of others to do the same.

(DILGEA, *Teachers Resource Kit on Australian Citizenship*, AGPS, 1990, Teachers notes, pp. 10–11.)

D Cartoons on naturalisation





(*Source: The Age*, 4 June 1988.)

E Rights and responsibilities of citizenship

People seek citizenship for many reasons. Some do it mainly for practical purposes, such as obtaining an Australian passport or seeking a government job for which citizenship is an essential requirement. Others do it because of a sense of deep gratitude that Australia has provided them with a safe and secure home, far from the terrors and difficulties of their earlier lives.

But virtually everyone who becomes a citizen first takes a conscious decision to declare their ultimate commitment to their new homeland. It's an important step which should not be taken lightly.

Becoming a citizen does NOT mean turning your back forever on your country of origin; it does NOT mean that you have to forget the language of that country, or its customs and culture; in a number of cases it does not even mean that you have to surrender the passport of your country of origin—many countries (including the United Kingdom) recognise dual citizenship.

But it DOES give you the same rights as all other Australian citizens. It means that you can:

- vote in government elections;
- apply for appointment to any public office or stand for election as a Member of Parliament;
- apply to enlist in the defence forces;
- apply for those government jobs for which citizenship is required;
- apply for an Australian passport and re-enter Australia without the need to apply for a special re-entry visa when you travel overseas;
- be protected by Australian diplomats while you're overseas.

Of course, with those rights come responsibilities, and to become an Australian citizen you must be willing to:

- take an oath or make an affirmation of allegiance to Australia;
- obey the laws of Australia and fulfil your duties as an Australian citizen;
- enrol on the Electoral Register and vote at federal and State elections and at referendums;
- serve on a jury if asked to do so; and
- defend Australia if the need arises.

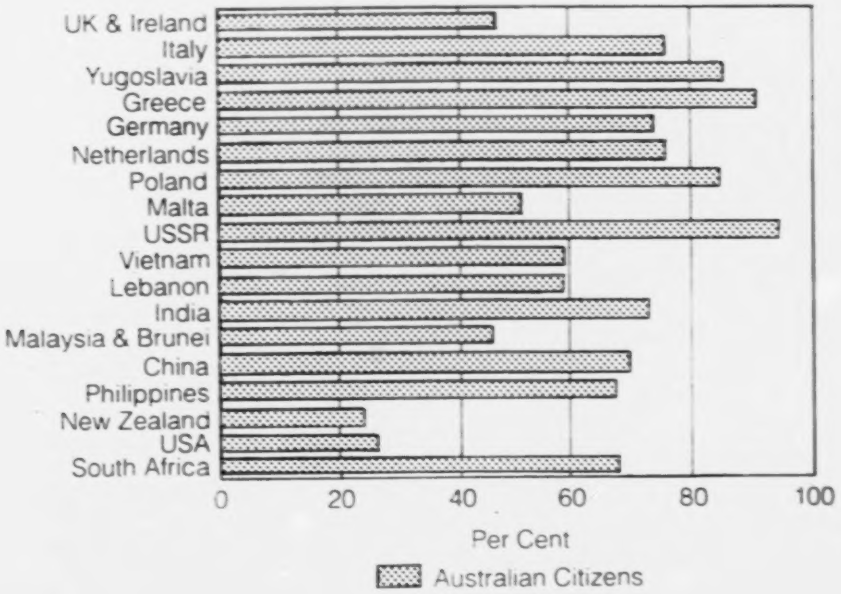
(DILGEA, *Say it with pride; I am an Australian*, AGPS, 1988, pamphlet.)

F Meet Jimmy Barnes, Australian citizen

Rock star Jimmy Barnes proudly poses with his Citizenship Certificate. Jimmy came to Australia from Scotland when he was six.

(*Source: Say it with Pride—I am an Australian: Citizenship Teachers Notes*, DILGEA, 1990.)

G Overseas-born, by citizenship



◀ (*Source:* OMA, *National Agenda for a Multicultural Australia*, AGPS, 1989, p. 11.)

H Proposed changes to the Australian oath of citizenship

Recognising that:
Australian citizenship represents formal membership of the community of the Commonwealth of Australia; and Australian citizenship is a common bond involving reciprocal rights and obligations which unite all Australians, while respecting their diversity; and Persons granted Australian citizenship enjoy these rights and accept these obligations by pledging their loyalty to Australia and its people, including pledging

to share their democratic beliefs; and
to respect their rights and liberties; and
to uphold and obey the laws of Australia.

From this time forward, I pledge my loyalty to Australia and its people, whose democratic beliefs I share, whose rights and liberties I respect, and whose laws I will uphold and obey.

(*The Age*, 18, 28 December 1992.)

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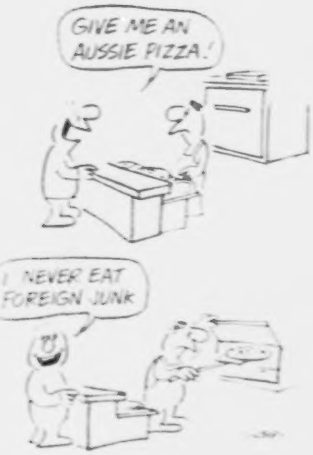
SOURCE 4

A


GIVE ME AN AUSSIE PIZZA!
I NEVER EAT FOREIGN JUNK

(*Source:* DILGEA, *The Facts*, AGPS, 1990, p. 12.)

B

Jewish baker at Victoria Market in Melbourne.

(*Source:* J. Jupp (ed.), *The Australian People*, Angus & Robertson, 1988, opposite p. 960.)

C

Dragon boat race at a Malay festival.

(*Source:* J. Jupp (ed.), *The Australian People*, Angus & Robertson, 1988, following p. 288.)

D

Maypole dance—Cornish.

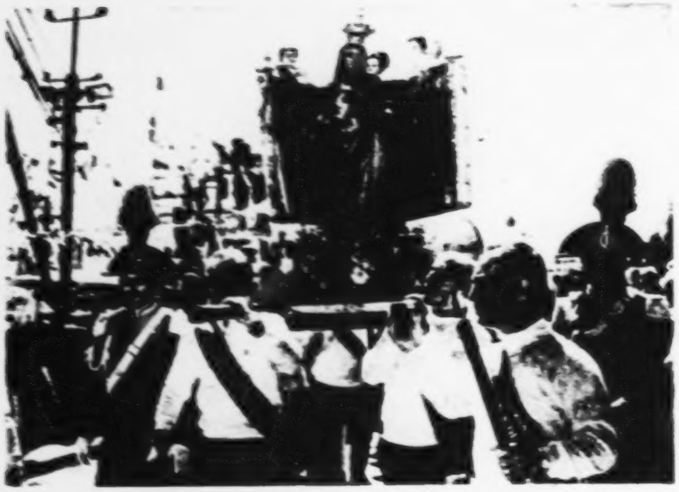
(*Source:* J. Jupp (ed.), *The Australian People*, Angus & Robertson, 1988, following p. 288.)

E

Sergio Silvagni, Italian Australian former Carlton VFL footballer, with his son, Stephen, who plays for the same club.

(*Source*: J. Jupp (ed.), *The Australian People*, Angus & Robertson, 1988, following p. 633.)

F



Blessing of the Fleet at Sydney's Carnevale '85.

(*Source*: J. Jupp (ed.), *The Australian People*, Angus & Robertson, 1988, following p. 288.)

G Religions in Australia, 1986

Religion	*('000)*	*(%)*
Christian		
Catholic[a]	4 064.4	26.1
Anglican	3 723.4	23.9
Uniting[b]	1 182.3	7.6
Methodist—incl. Wesleyan[c]	-	-
Presbyterian and Reformed	560.0	3.6
Orthodox	427.4	2.7
Lutheran	208.3	1.3
Baptist	196.8	1.3
Pentecostal	107.0	0.8
Churches of Christ	88.5	0.6
Salvation Army	77.8	0.5
Jehovah's Witness	66.5	0.4
Seventh Day Adventist	48.0	0.3
Latter Day Saints/Mormons	35.5	0.2
Brethren	23.2	0.1
Congregational	16.6	0.1
Oriental Christian	10.4	0.1
Other Protestant (nei)	199.4	1.3
Christian (nei)	346.4	2.2
Total	11 381.9	73.0
Non-Christian		
Muslim	109.5	0.7
Buddhist	80.4	0.5
Jewish	69.1	0.4
Hindu	21.5	0.1
Other non-Christian (nei)	35.7	0.2
Total	316.2	2.0
Other		
Non-theistic	4.9	
Inadequately described	58.0	0.4
No religion (so described)	1 977.5	12.7
Not stated	1 863.6	11.9
Total	3 904.0	25.0
Total	15 602.2	100.0

Note: nei—not elsewhere included.

a Roman Catholic and Catholic (non Roman).

b The Uniting Church was formed in 1977 from the Methodist, Congregational and part of the Presbyterian churches.

c People who responded Methodist in 1986 were coded to Uniting.

(*Source*: *Australia in Profile—Census '86*, ABS Cat. no. 2502.0, 1988, reproduced in OMA, *National Agenda for a Multicultural Australia*, AGPS, 1989, p. 6.)

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H

Muslim prayers.
(*Source*: J. Jupp (ed.), *The Australian People*, Angus & Robertson, 1988, opposite p. 961.)

I

Sikhs outside temple.
(*Source*: *Immigration in Focus 1946–1990*, AGPS, 1990, Cat. no. 88 9A 13.)

J The achievements of diversity

Immigrants have brought over 100 languages to Australia. This linguistic diversity assists economic development through, for example, its contribution to work force capacities such as servicing of the tourist industry and more generally its effect on our economic relationships with countries in our own and other regions. It has also led to a burgeoning of foreign and community language schools, media, businesses and a range of cultural activities.

Most observers would agree that Australians today have greater knowledge of other countries than when the post-war immigration program began in the late 1940s. They also have a greater awareness of Australia's position in the world, including its closer relationship with its neighbours in South-east Asia and the Pacific.

(CAAIP, *Understanding Immigration*, AGPS, 1987, p. 12.)

K

Italian stonemason Arturo Comelli working on Parliament House in Adelaide, 1938.
(*Source*: 'Old Parliament House: Arturo Comelli', reproduced in *The Immigration Debate, Guided Issue Study*, Open Access College, Education Department of South Australia, 1992, p. 43. Courtesy the family of the late Arturo Comelli.)

L People who spoke a language other than English at home:[a] language by birthplace, 1986

Language spoken	*('000)*	*(%)*	*Australian born ('000)*
Italian	405.0	20.6	158.7
Greek	267.1	13.6	111.7
Chinese	130.8	6.7	11.0
German	109.4	5.6	21.4
Arabic/Lebanese	106.0	5.4	31.1
Spanish	70.1	3.6	10.2
Yugoslav (nei)	68.0	3.5	16.1
Serbian, Croatian	66.6	3.4	20.7
Polish	66.2	3.4	9.6
Dutch	61.4	3.1	7.6
Vietnamese	59.4	3.0	1.6
Maltese	57.8	2.9	15.5
French	51.4	2.6	15.5
Macedonian	43.1	2.2	14.1
Aboriginal languages	36.9	1.9	36.7
Turkish	31.2	1.6	6.1
Hungarian	30.9	1.6	5.0
Russian	21.7	1.1	4.0
Other	282.7	14.4	61.5
Total[b]	2002.8	100.0	568.2

Note: nei—not elsewhere included.

a. Excludes children aged 0 to 4 years.

b. Includes 'language not stated' responses.

(*Source*: *Australia in Profile—Census 86*, ABS Cat. no. 2502.0 1988, reproduced in OMA, *National Agenda for a Multicultural Australia*, AGPS, 1989, p. 3)

M

SBS IMPROVES MY KNOWLEDGE OF FOREIGN LANGUAGES
THE SUBTITLES IMPROVE MY ENGLISH

(*Source*: OMA, *National Agenda for a Multicultural Australia*, AGPS, 1989, p. 46.)

N A diverse press

The growth of ethnic communities has created a demand that the media give greater attention to international news coverage as well as to programs of a more diverse cultural content. The Special Broadcasting Service's (SBS) slogan 'Bringing the World Back Home' reflects this interest.

Today some 120 newspapers appear regularly in more than 30 languages other than English. SBS radio in Sydney and Melbourne broadcasts in up to 60 languages and more than 30 public radio stations also have broadcasts in 60 languages in addition to English.

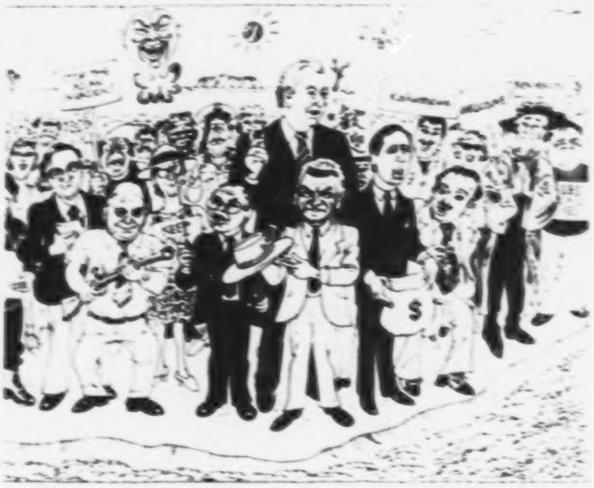
(CAAIP, *Understanding Immigration*, AGPS, 1987, p. 12-13.)

O Newspapers in Australia

(*Source*: J. Jupp (ed.), *The Australian People*, Angus & Robertson, 1988, p. 129.)

SOURCE 5

A Australian welcome



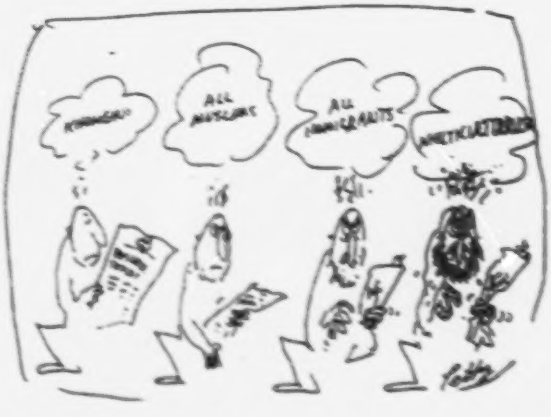
(Source: *The Age*, 17 February 1989.)

B A sample of community attitudes to immigrants and immigration

- I think it's a plus.
- It will sort itself out in the next generation when all us racist people have gone, and our children who have been brought up with these children are then the basic community.
- Once they have one relative here, they bring the lot over.
- We have been so long isolated from trouble spots, and now these trouble spots are coming to our community, and I just hope our community can cope with that change.
- I would like to see…the different groups that go into making the society be able to intermingle and get along better…all your foreigners, all their cultural groups being allowed to flourish and develop…that's the only way we are going to have a peaceful society.
- You're not allowed to discriminate against them.
- They have enormous cultural benefits.
- You've got to have some heart, you can't just close the door.
- They should leave their politics behind.
- It's a shame there isn't some way of testing to make sure they are going to be good citizens and not become involved in the criminal element.
- If they want to live here they should be made to learn English.
- Well the problem with immigration is, they don't move out into the country, they stay in the cities and that's really where the problem is. They are overcrowding the cities.
- They set up businesses here and create employment.
- They're taking work off our unemployed.
- If the population increases the industry grows bigger, therefore we can become more competitive, overseas and locally.
- They are bringing their violence with them.
- All those signs in foreign languages—it's frightening.
- They shouldn't be allowed to take over a whole community. They're just making their own little suburb.
- You lose the Australian character.
- Some don't want to learn our ways.

(MSJ Keys Young Planners, 'Australia's Immigration Policies—Community Consultation', in CAAIP *Immigration. A Commitment to Australia*, Consultants' Reports, vol. 2, AGPS, 1988.)

C



(Source: M. Pagone & L. Rizzo, *The First Multicultural Resource Book*, CMME, Melbourne, INT Press, 1989, p. 67.)

D Racism: a vice that is under control?

Is Australia a racist society? According to a proliferation of reports and studies which show there is discrimination in schools, in the public service and in private industry, it is. A Saulwick Age Poll published today says that one quarter of those surveyed do not want Australia to take any migrants this year.

Yet there is other evidence that we are a tolerant society—studies which show that a majority of Australians hold positive views about migrants, and that there is plenty of contact between Australians and migrants.

Since the 1970s Australia has accepted huge numbers of Indochinese refugees without social upheaval. There are no race riots. At any suburban market on any Saturday morning you can see people of almost every nationality transacting business amicably. Our schools look like a miniature United Nations.

Could it be that despite some highly publicised cries against Asian immigration, despite the attempts by people like the documentary maker John Pilger to make us feel guilty, we are castigating ourselves unnecessarily? Perhaps, although there is resistance to the idea of migration, once migrants arrive they are accepted fairly readily.

(*The Age*, 9 February 1988.)

E Immigrants and immigration

The early post war years saw considerable support for the view that Australia should have a much larger population and should acquire it rapidly. The population was to be built in part by increasing the birth rate, in part by large-scale immigration. Forty years later, fewer people are pressing for population growth. Reproduction rates have declined from their post-war peak; there is no longer talk, as there was in the 1940s and 1950s, of doubling the population in the next ten years; and the level of support for stopping immigration altogether is at a post-war high...

For the last twenty years or more, surveys have shown overwhelming opposition to a policy that would only allow Europeans to enter or that would prohibit the immigration of Asians. Beyond that, however, no clear consensus. This reflects less on the inadequacies of the polls and more on the divided, even contradictory, state of public opinion.

In recent years opposition to the level of Asian immigration, including the entry of Indochinese refugees, has been no greater than opposition to the level of immigration generally. People who oppose the one have generally opposed the other...

Much of the public concern with Indochinese migrants has focused on the extent to which they have been accepted in their own neighbourhoods. Here, as elsewhere, the evidence suggests a good deal of ambivalence: they should adopt the 'Australian way of life', especially the English language, but maintain their own culture, seems to be the general view. In neighbourhoods of this sort the level of concern with the immigration issue among the Australian-born, seems to be no greater than it is elsewhere; there is little in the way of discontent for which the Indochinese are held responsible; and attitudes to the size of the immigration program [and] to its composition seem remarkably similar to attitudes held by the population at large.

(M. Goot, Immigrants and Immigration: Evidence and Argument from the Polls, 1943–1987, in CAAIP, *Immigration: A Commitment to Australia*, Consultants Reports, vol. 2, AGPS, 1988, pp. 30–1.)

SOURCE 6

A National agenda for a multicultural Australia

The integration of successive waves of immigrants into our society and work force with very little social friction is a remarkable achievement. The reality of everyday life in a multicultural Australia is that we all have as family members, friends, colleagues and neighbours people who come from extraordinarily diverse origins. And although most of us—including immigrants—want to be accepted as Australians and have a firm commitment to the institutional framework of our political and legal system, there is a growing recognition that this does not preclude us from maintaining those aspects of our cultural heritage which give meaning to our lives. Indeed it is the vigour of our diversity, and the degree of interaction between different cultures, that contributes so much to the uniqueness of the Australian identity today.

(OMA, *National Agenda for a Multicultural Australia*, AGPS, 1989, p. 5.)

B Multiculturalism and Australia's future

The severe and deeply rooted economic difficulties currently facing Australia will require all Australians to have a strong sense of nationality and purpose. In addition, the growing ethnic diversity of society makes the quest for unifying ideals and a common culture all the more urgent for the Australia of the 1990s.

We as a country will undoubtedly require the development of widely held and supported core values which transcend ethnicity. Multiculturalism does not provide such core goals. The Committee to Advise on Australia's Immigration Policies and numerous opinion polls all have shown substantial public opposition, distrust and fear of the policy of multiculturalism, from Australians of all ethnic backgrounds.

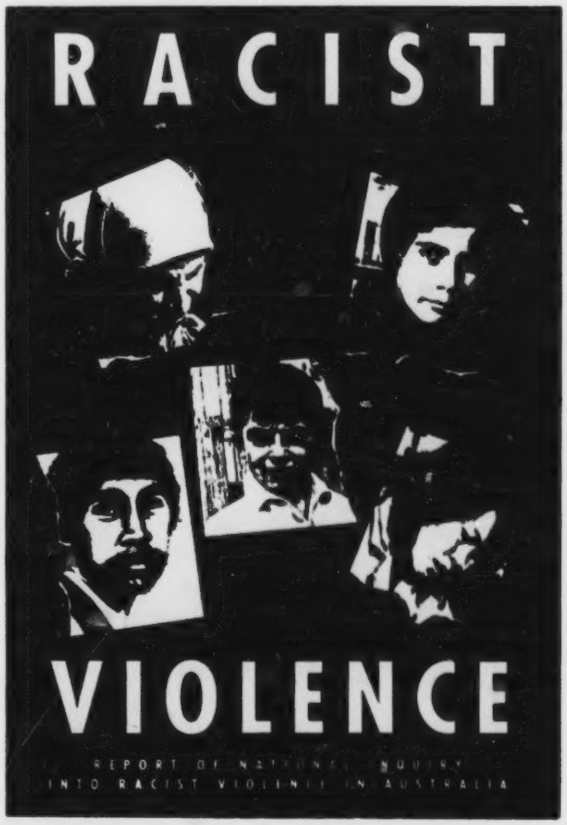
Most Australians oppose this policy because it threatens the ideals that bind Australia, the unique Australian identity, culture and way of life—that is denied legitimacy by the multicultural lobby—but which has acted as a magnet to migrants from all over the world.

(S. Rimmer, *Multiculturalism and Australia's Future*, Kalgoorlie Press, 1992, p. 11.)

C Racist violence

Finding 7: Racist violence on the basis of ethnic identity in Australia is nowhere near the level that it is in many other countries. Nonetheless it exists at a level that causes concern and it could increase in intensity and extent unless addressed firmly now.

Finding 8: The existence of a threatening environment is the most prevalent form of racist violence confronting people of non-English-speaking background.



Finding 9: People of non-English-speaking background are subject to racist intimidation and harassment because they are visibly different. For recent arrivals, unfamiliarity with the English language can exacerbate the situation.

Finding 10: The perpetrators of racist violence against people of non-English-speaking background are generally young, male Anglo-Australians. There have, however, been some notable exceptions.

Finding 11: In public places racist violence usually takes the form of unprovoked, 'one off' incidents by strangers.

Finding 12: Neighbourhood incidents are more likely to be sustained campaigns by perpetrators known to the victim.

Finding 13: Social, economic and international crises produce a climate which is conducive to the most extreme form of racism—racist violence.

(*Racist Violence: Report of the National Inquiry into Racist Violence in Australia*, AGPS 1991, pp. 175-6, 219.)

D Asian entry threatens tolerance—Blainey

South-East Asians have become the 'favoured majority' under Australia's immigration program, according to a leading historian, Professor Geoffrey Blainey.

Professor Blainey warned that the continued entry of Asians at the present rate could 'weaken or explode' the tolerance extended to immigrants over the past 30 years.

He told *The Age* it might be better to give '$1000 to each of these refugees to go to a place further away…'

Earlier, Professor Blainey, addressing 1000 Rotarians, in Warrnambool, said: 'The pace of Asian immigration to Australia is now well ahead of public opinion', particularly in the suburbs and workplaces where Asians were.

'Rarely in the history of the modern world has a nation given such preference to a tiny ethnic minority of its population as the Australian Government has done in the past few years, making that minority the favoured majority in its immigration policy.'

A spokesman for the Immigration and Ethnic Affairs Minister, Mr West, told *The Age* last night that he was disappointed Professor Blainey had not looked at the assumptions on which Australia's immigration policy were based.

These assumptions were that Australia should be generous in its acceptance of refugees, making family reunion the main objective.

Professor Blainey said that Asians were being given 'powerful precedence' in the nation's immigration policy.

'It is almost as if we have turned the White Australia Policy inside out…an increasing proportion of Australians, people who in the past 30 years have shown great tolerance, seem to be resentful of the large number of South-East Asians who are being brought in, have little chance of gaining work and who are living, through no fault of their own, at the taxpayers' expense', he said.

Professor Blainey said later that he did not think Australia was obliged to take a disproportionate number of people from South-East Asia just because of 'the idea that Australia is, loosely speaking, in the same region'.

Professor Blainey said he was not suggesting that racial violence would flow from the current immigration policy.

'The result doesn't necessarily have to take the form of riots but it is more likely to show up in cruelty to children in the school ground, that sort of thing', he said.

Mr West told Parliament earlier this month that less than 2 per cent of the Australian population was Asian and, at current acceptance rate, the proportion would still be less than 4 per cent by the year 2000.

(K. Haley, *The Age*, 19 March 1984.)

E Immigration, ethnic conflicts and social cohesion

There is also some evidence of inter-ethnic community conflict which leads to violence and criminal conviction. In 1986 there were violent clashes between Vietnamese, Chinese and Lebanese youths in Bankstown, Sydney:

> **Competition for housing, jobs, recreational area, places in schools and even parking spots was listed as the source of tensions between all cultural groups in Sydney's western suburbs. But boredom and disputes over girls were listed as the main triggers to street violence. In the whole Bankstown municipality there was no youth centre. In a situation such as this which remains unresolved, police commitments to 'clean up the streets'—and thus move young people away from their normal meeting places—can only fan the fire. If Australia wishes to avoid inter-gang warfare on the scale common in the backstreets of New York and Detroit, the problem in all its dimensions will need to be addressed.**

In other words, although the media reported these as ethnic conflicts, there was a complex range of factors at work in which ethnic labels might easily have been substituted by other non-ethnic subcultural affiliations, such as punks versus skinheads, in order to fight out much the same issues.

Similar questions need to be asked in relation to violence among spectators at football matches.

For example, a brawl erupted at a match between South Melbourne and Melbourne Croatia on 29 December 1989 because the clubs 'insist in perpetuating national rather than code allegiances'. In Sydney, too, inter ethnic violence at soccer matches has received wide publicity, and it has been suggested that national flags be banned. Again, soccer violence is an international phenomenon, and the question is whether its root causes are ethnicity or another series of factors which have happened, in these cases in Australia, to find their articulation through ethnic labels.

(B. Cope, S. Castles & M. Kalantzis, *Immigration, Ethnic Conflicts and Social Cohesion*, BIR, 1991, p. 32.)

F Facts on immigration

Law and order

Overseas, selection officers do everything possible to screen out persons who, for various reasons, might represent a problem for Australia's national security, including extremists of any political persuasion. As part of the orientation and settlement process, migrants and refugees are advised of Australia's concepts of law and order, and of the expectation that they will leave old enmities behind. Any illegal activities among immigrants or refugees in Australia are dealt with by the appropriate authorities in accordance with Australian laws.

Urban concentration ('ghettos')

Migrants and refugees are not exceptional in wanting to live near each other during their first years in Australia; indeed many benefit from the support of friends or relatives. While the Government welcomes and appreciates the valuable assistance new settlers give each other, it does encourage dispersed settlement whenever possible, e.g. through placing refugees in the care of community sponsor groups. Refugees moving out of government on-arrival accommodation may settle nearby because the location is familiar. Like other migrants, they may have obtained jobs in the general area, their children may be going to school there, and they may have friends and relatives in the same locality. However, experience shows that a high proportion later feel confident enough to move to other locations as they settle into Australia.

(DILGEA *The Facts*, AGPS, 1990, p. 16.)

WE WOULDN'T WANT ANY MIGRANTS WITH A CRIMINAL RECORD

The percentage of Australia's population born overseas was higher in 1947 than in 1989.	T / F
The percentage of Australia's population born in Asia has increased since 1947.	T / F
Australia's overseas-born population in 1989 came mostly from European countries.	T / F
Australia has more ethnic diversity now than it did in 1947.	T / F
More of Australia's 1989 overseas-born population came from Asia than from the UK and Ireland.	T / F
People from Africa, the Americas and Oceania form a greater percentage of the overseas-born population in 1989 than they did in 1947.	T / F

Outline the rights affirmed by the policy of multiculturalism and the limits (or responsibilities) it imposes in a grid like the one shown here.

Rights affirmed by the policy of multiculturalism	*Limits imposed by the policy of multiculturalism*

- Do you think the cartoon (Source 2B) is a good representation of multiculturalism? What does it say about Australian society?

Create your own visual representation of 'multiculturalism'.

Investigation 3: Why do immigrants become Australian citizens?

Becoming an Australian citizen is one of the ways in which immigrants can express their commitment to Australia and its values. Look at the documents in Source 3.

- What are the basic requirements for those immigrants who want to become Australian citizens?
- What rights are immigrants who become Australian citizens entitled to?
- What responsibilities do immigrants accept by becoming citizens?

The ideal of commitment by taking up Australian citizenship is not straightforward for everyone. Look at the graph, Source 3G.

- According to this source, which group is more likely to take up citizenship in Australia: immigrants from English-speaking backgrounds or non-English-speaking backgrounds? Why do you think this might be the case?
- Look at the proposed new citizenship oath and preamble in Source 3H. It has been criticised by some people because it omits any reference to the Queen. The oath that this version is seeking to change pledged a person to be 'faithful and bear true allegiance to her majesty Queen Elizabeth the second, the Queen of Australia, her heirs and successors, according to the law, and that I will faithfully observe the laws of Australia and fulfil my duties as an Australian citizen'. Discuss the new proposed form of words. Would you be happy to say them? Do they summarise the essential elements of 'Australianness'? Do you think the older version is better?
- As a class, survey a range of people—of varying age, background, countries of origin—and discuss whether the proposed oath and preamble might be more suitable.

> **'It is not the way a person looks, dresses or talks that makes them an Australian today; nor is it the form of religious practice or social life a person follows; nor is it related to when a person's family arrived in this country; nor is it the colour of a person's skin. What makes a person Australian in this country is quite simply a clear commitment to Australia which overrides every other consideration.'**
>
> (Towards a National Agenda for a Multicultural Australia, Discussion paper, 1988, p. 4.)

- Other than citizenship, how else does one make a commitment to Australia?

Invite immigrants from different backgrounds to speak to the class about why they have or have not taken up Australian citizenship. Prepare questions beforehand.

Investigation 4: In what ways has immigration shaped Australia's social and cultural life?

Look closely at the documents in Source 4, then make a list of the areas in which immigration has added to the variety of social and cultural life in Australia.

Draw a cartoon to represent some aspect of immigration's contribution to cultural diversity or write a poem to express this same point; or design a media 'promotion' (e.g. a jingle or an advertisement) to show the positive side of immigration.

Further activities

1. Food is a basic human need which is satisfied by the consumption of a large variety of foods by people around the world. Keep a log of all the foods you eat during the week. How is your diet influenced by the multicultural nature of Australian society?
2. There is huge variety within each of the ethnic communities in Australia, e.g. Australians of British origin, Italian origin, Aboriginal origin, etc. Invite speakers from various ethnic communities to speak to the class about their beliefs, cultural heritage, and experiences in Australia.
3. Spiritual beliefs are an important aspect of the lives of many people in Australia. Visit a church/temple/mosque/synagogue and report back to the class on the traditions and ethnic backgrounds of its members.
4. Describe a religious ceremony you have attended recently. What meanings are attached to each symbolic act in the ceremony? Describe a family-based or community-based celebration, e.g. wedding, birthday, sports event, show. Discuss and compare these celebrations with other class members.
5. All the major religions of the world are represented in Australia. In small groups do a project on: Islam, Judaism, Christianity (Catholic, Orthodox, Anglican, etc.), Hinduism, Buddhism, Bahai. Describe some of the beliefs and rituals of these religions.
6. Investigate the ethnic background of an Australian sports star or entertainer such as David Campesi, Jim Stynes, Hana Mandlikova, Jimmy Barnes, Tina Arena, Kate Ceberano.
7. Shelter is another basic need common to all humanity. Buildings around the world, while having a common purpose, i.e. shelter, incorporate different styles into the structures. Are there any buildings in your local area that are influenced by traditional European, Middle Eastern or Asian architectural styles? Photograph or sketch the buildings and describe those features which are borrowed from these other architectural styles.
8. Irrespective of the languages used, the media have the function of keeping people in touch. Go to your local newsagent and make a list of the ethnic newspapers—produced in Australia—that are available. (You should explain to the newsagent the purpose of the visit.) What languages and ethnic groups are represented? Buy one of the ethnic newspapers and try to work out from pictures and words what stories are being presented. It may help to compare the paper with an English-language newspaper of the same date.
9. Compare SBS television news with one of the other news programs. In what ways are they similar?
10. Look at a guide to radio programs and list three programs broadcast in languages other than English during the week.

Investigation 5: What are the attitudes of people in Australia towards immigration?

Examine the cartoon, Source 5A. Describe four different Australian attitudes towards immigration that are represented in the cartoon. Why do you think these attitudes exist?

Now look carefully at the other documents in Source 5. In class, discuss the following questions:

- What concerns do people in Australia have about immigration?
- Do you think these concerns are reasonable?
- What costs and benefits do people in Australia see in immigration?

Look again at Source 5E. How have Australians' attitudes to immigration changed since the early post-war years? Why do you think attitudes might have changed in this way?

Investigation 6: How does immigration influence social cohesion in Australia?

Carefully examine the documents in Source 6.

- Do you think this evidence supports the conclusion that Australian society is characterised more by social cohesion than by conflict between different ethnic groups? Discuss.

Return now to the Opinion exercise at the beginning of this evidence file.

Have you changed your opinion about any of the statements in the exercise? Yes/No

If Yes, which evidence in this file persuaded you to modify your opinion?

If No, which evidence in this file confirmed your original response?

EVIDENCE FILE F

The Demographic Impact of Immigration

Harold Larwood, cricketer of the 'Bodyline' series with his family—English immigrants.

(*Source: Immigration in Focus, 1946–1990: A Photographic Archive*, AGPS, Cat. no. 54/30/1.)

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Investigation F

How does immigration affect the make-up of Australia's population?

This evidence file explores the effects immigration has had and continues to have on Australia's population. Students are encouraged to investigate questions such as these:

- **What are the characteristics of Australia's population?**
- **Is Australia's population increasing?**
- **What is happening to Australia's fertility and immigration rates?**
- **How has immigration affected the composition of Australia's population?**
- **Can immigration stop the ageing trend of Australia's population?**
- **Why are our cities' populations growing?**
- **How accurate have past projections about Australia's population been?**
- **What will Australia's population be like in the future?**

Suggested Strategies

Introductory activity: A demographic profile of a class or school

A useful way of introducing the concept of demography to students is to do a profile of a class or school population. In class, students should fill out a survey form like the one below:

Male/female ……………………………………………
Are you Australian-born or overseas-born? ……
Do you have an overseas-born parent? Yes/No
What is your age in years and months?
………… **Years** ………… **Months**

Compile this information in a grid like the one below, or create a graphic to represent it.

Population (class size)	Average age (sum of ages/ number of students)
Males	% males
Females	% females
Students with at least one overseas-born parent	% students with overseas-born parent
Students without an overseas-born parent	% students without overseas-born parent

If you can get enrolment figures from the school office or from old school magazines, prepare a demographic table of the total school population over the past five years or so. Summarise the information in a grid like the one shown at the foot of the page.

- Has the school's population increased or decreased over the last five years?
- Which year levels tend to have the most students?
- How do you account for the changes in the school's population?

The bathtub analogy

Look at the diagram representing Australia's population in a bathtub on page 1 in this evidence file. Explain how this representation works.

- **Why are immigrants and births represented as taps?**
- **What factors can lead to population change?**
- **What might account for an increase or decrease in the population size?**

Year	*Year 7*	*Year 8*	*Year 9*	*Year 10*	*Year 11*	*Year 12*	*Total*
1989							
1990							
1991							
1992							
1993							

Glossary of demographic terms

Demography: the study of the size, structure and development of human populations. Demography involves the study of many aspects of population, but its major concerns are fertility (birth), mortality (death) and migration. These factors affect the growth rate, size, density and distribution of populations. Demographers also study characteristics of human populations, especially the numbers of people at different ages and the balance between the sexes.

Population growth: the increase in population which occurs as a result of an excess of births over deaths (natural increase) and/or an excess of immigrants over emigrants (net migration).

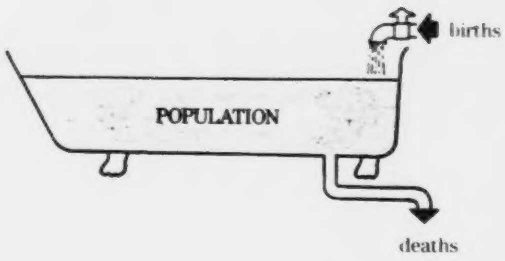
Natural increase: the excess of births over deaths. Natural increase is the number of births minus the number of deaths recorded in any given year.

Net migration: the excess of immigrants over emigrants. Net migration is the number of long-term and permanent arrivals minus the number of long-term and permanent departures recorded in any given year. Usually a small adjustment is made to net migration figures to take 'category jumpers' into account. Examples of category jumpers are people who arrive in Australia for a short-term stay, and then change their plans and seek to remain in Australia for a long-term (that is more than 12 months) stay. An example is someone who arrives on a visitor visa and successfully applies to remain in Australia permanently.

Median age: the age which divides a population exactly into two halves. One half of the population is below the median age, and one half is above it.

TFR (total fertility rate): the most commonly used measure of fertility. A TFR of 2.1 children is required for a couple to replace themselves given current levels of mortality in Australia.

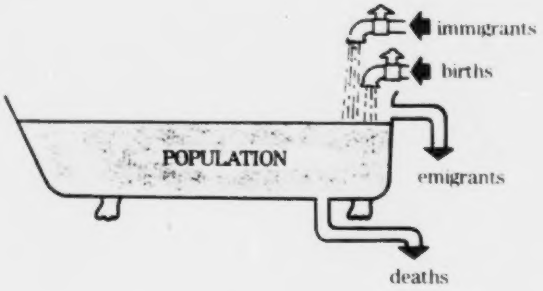
A



Crude Birth Rate – Crude Death Rate = Natural Change

A. Bathtub analogy to illustrate effects of births and deaths on population change

B



(Births + Immigration) – (Deaths + Emigration)
= Population Change

B. Bathtub analogy extended.

SOURCE 1

A Estimated population of Australia, 30 June 1991

Age group	*Males* *('000)*	*Females* *('000)*	*Total* *('000)*	*Males* *(%)*	*Females* *(%)*	*Total* *(%)*
0-4	651.4	619.8	1 271.2	3.76	3.58	7.34
5-9	649.5	618.7	1 268.2	3.75	3.57	7.32
10-14	633.7	601.4	1 235.1	3.66	3.47	7.13
15-19	700.0	666.1	1 366.1	4.04	3.84	7.88
20-24	717.5	690.9	1 408.3	4.14	3.99	8.13
25-29	708.1	693.9	1 402.0	4.08	4.00	8.08
30-34	721.1	711.0	1 432.0	4.16	4.10	8.26
35-39	668.3	666.9	1 335.2	3.86	3.85	7.71
40-44	664.8	645.7	1 310.4	3.83	3.72	7.55
45-49	530.5	502.5	1 032.9	3.06	2.90	5.96
50-54	433.5	412.0	845.5	2.50	2.38	4.88
55-59	369.4	359.3	728.8	2.13	2.07	4.20
60-64	365.5	365.5	731.1	2.11	2.11	4.22
65-69	321.1	354.9	676.0	1.85	2.05	3.90
70-74	227.2	281.8	509.0	1.31	1.63	2.94
75-79	159.9	228.9	388.9	0.92	1.32	2.24
80-84	86.7	148.3	235.0	0.50	0.86	1.36
85	45.9	114.4	160.3	0.26	0.66	0.92
Total	8653.9	8682.0	17 335.9	49.92	50.08	100.00
The labour force and dependants						
15-64	5878.5	5713.7	11 592.2	33.91	32.96	66.87
65+	840.8	1128.4	1 969.2	4.85	6.51	11.36
Prime child-bearing years						
15-44	4179.6	4074.4	8 254.0	24.11	23.50	47.61
Voters 18+	6316.9	6460.4	12 777.3	36.44	37.27	73.71
Median age (years)	31.81	33.14	32.46			
Events during 1990-91 ('000)						
Births	260.7					
Deaths	119.3					
Natural increase	141.4					
Net migration	109.2					
Total change	250.6					

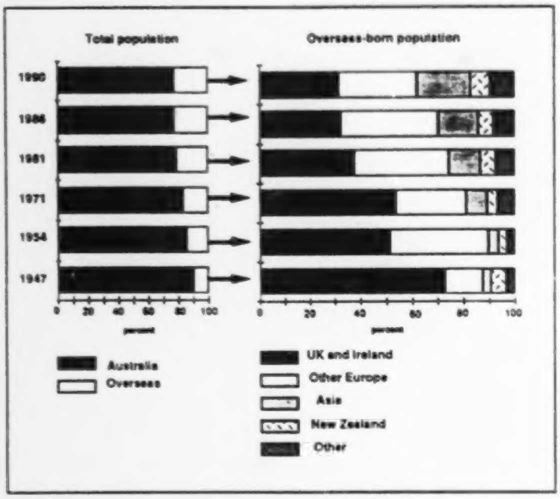
(*Source*: A. Borowski & J. Shu, *Australia's Population Trends and Prospects 1991*, AGPS, 1992, p. 95.)

B Population growth, natural increase and net migration, Australia, 30 June 1981–91

		Population growth		*Natural increase*		*Net migration*	
Year	*Population size*	*(No.)*	*(%)*	*(No.)*	*(%)*	*(No.)*	*(%)*
1981	14 923 300	227 900	1.55	121 500	0.83	119 200	0.81
1982	15 184 200	261 000	1.75	126 100	0.84	128 100	0.86
1983	15 393 500	209 200	1.38	128 800	0.85	73 300	0.48
1984	15 579 400	185 900	1.21	129 700	0.84	49 100	0.32
1985	15 788 300	208 900	1.34	127 600	0.82	73 700	0.47
1986	16 018 400	230 000	1.46	123 000	0.78	100 400	0.64
1987	16 263 300	245 000	1.53	126 600	0.79	118 300	0.74
1988	16 538 200	274 800	1.69	125 800	0.77	149 100	0.92
1989	16 833 100	294 900	1.78	131 300	0.79	163 600	0.99
1990	17 085 400	252 300	1.50	132 500	0.79	119 800	0.71
1991	17 335 900	250 600	1.47	141 400	0.83	109 200	0.64

(*Source*: A. Borowski & J. Shu, *Australia's Population Trends and Prospects 1991*, AGPS, 1992, p. 2.)

C Birthplace composition of the Australian population, 1947–90



(*Source*: National Population Council, *Population Issues and Australia's Future: Environment, Economy and Society*, AGPS, 1992, p. 10.)

D Population location

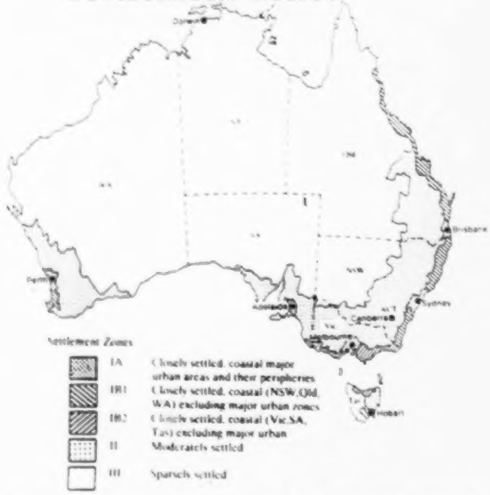
Already 14 million people, four out of every five Australians, live in the continent's closely settled coastal zone. This zone makes up just 3.3 per cent of Australia's total land area. In mid 1990, of Australia's 16 958 700 residents:

- 21.6 per cent lived in Sydney
- 39.7 per cent lived in Sydney and Melbourne
- 60.6 per cent lived in the five mainland coastal capital cities
- 64.0 per cent lived in capital cities
- 71.7 per cent lived in cities with more than 100 000 residents.

Growth of Australia's major cities will depend on the level of immigration as four out of every five overseas migrants settle in the five largest cities.

(National Population Council, *Population Issues and Australia's Future*, AGPS, 1992, pp. 7–8.)

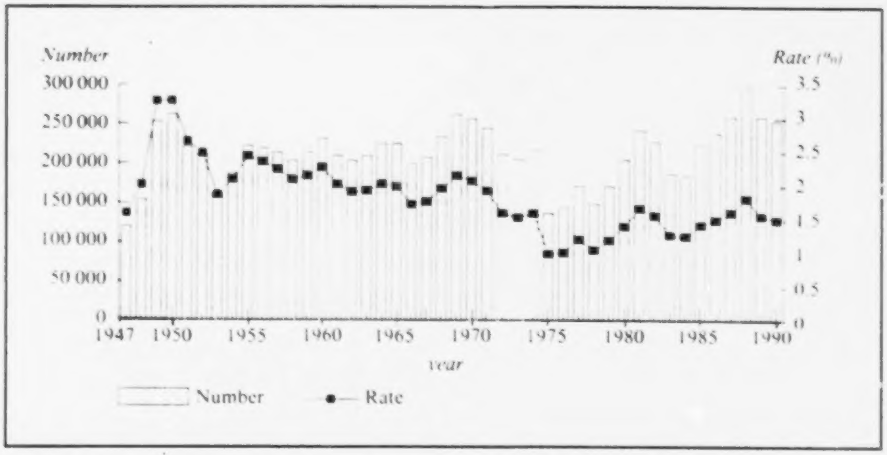
E Australia: Land use—population density settlement zones


Darwin
Brisbane
Perth
Adelaide
Canberra
Sydney
Melbourne
Hobart
ACT
Vic
Tas
Settlement Zones
IA Closely settled, coastal major urban areas and their peripheries
IB1 Closely settled, coastal (NSW, Qld, WA) excluding major urban zones
IB2 Closely settled, coastal (Vic, SA, Tas) excluding major urban
II Moderately settled
III Sparsely settled

(*Source*: G. Hugo, *Atlas of the Australian People*, Australian Capital Territory, AGPS, 1991, p. 2.)

SOURCE 2

A Population growth: rates and numbers, Australia, 1947–90



(*Source*: A. Borowski & J. Shu, *Australia's Population Trends and Prospects*, 1991, AGPS, 1992, p. 4.)

B Projected population of Australia, 1991–2031

Net migration gain[a]	*1991*	*2001*	*2011*	*2021*	*2031*
			(million)		
Zero	17.1	18.2	18.9	19.3	19.3
50 000	17.2	18.9	20.3	21.4	22.2
100 000	17.3	19.5	21.5	23.2	24.7
125 000	17.3	19.8	22.1	24.2	26.0
125 000 —higher fertility[a]	17.3	20.1	22.7	25.4	27.9
150 000	17.5	20.5	23.1	25.6	27.9
200 000	17.7	21.2	24.5	27.7	30.7

a Total fertility rate increases linearly to 2005 and remains constant thereafter.

(*Source*: National Population Council, *Population Issues and Australia's Future*, AGPS, 1992, p. 6.)

C What demography can tell us about immigration and population

If Australia had a regular shaped age structure, the existence of below replacement fertility would mean that there would be fewer births than deaths, and that the population would decline without immigration. However, because of the extended post-war baby boom, Australia has a very young age structure, with a high proportion of its population at the young adult ages.

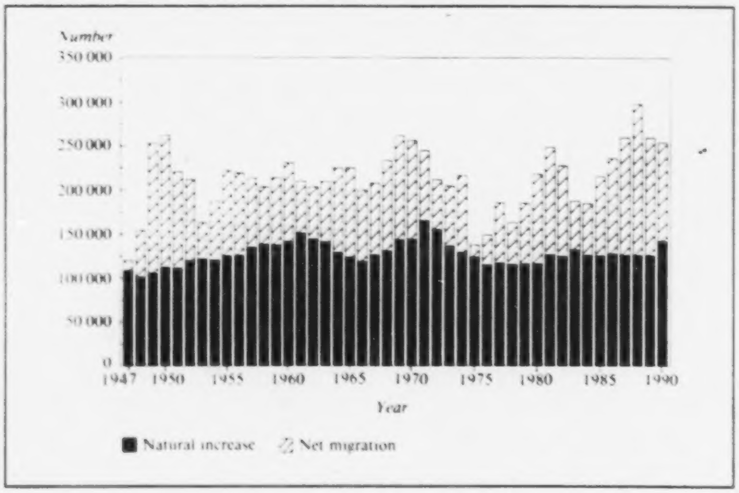
This young age structure counterbalances the effect of below replacement fertility and so, in Australia, the annual number of births is still greater than the number of deaths. Accordingly, the population would continue to increase for some time into the future, even without immigration.

In fact, with zero net migration from 1991, and with its current below replacement fertility, the Australian population would continue to increase by about 3 million to about 20 million people in 2026. But of course, this is not to suggest that zero net migration is either likely or desirable. The purpose of this example is merely to refute the claims by some commentators that Australia needs immigration to stop its population from shrinking.

(C. Young, 'What demography can tell us about immigration and population', *Migration Action*, vol. xii, no. 3, November 1990, p. 13.)

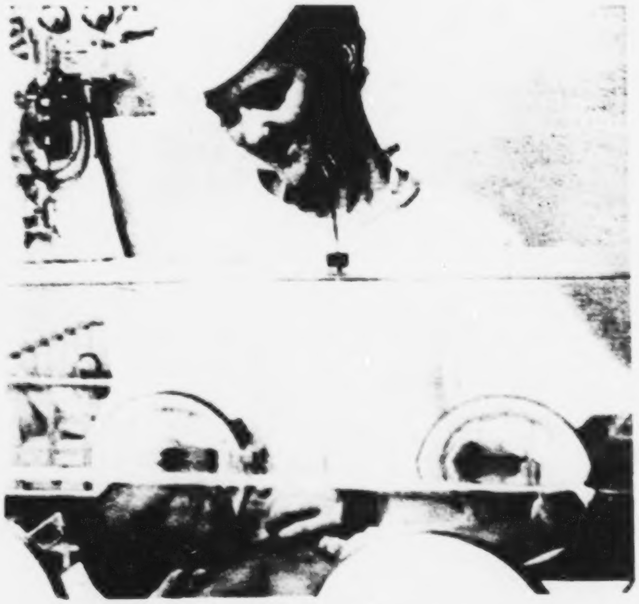
SOURCE 3

A Natural increase and net migration, Australia, 1947–90



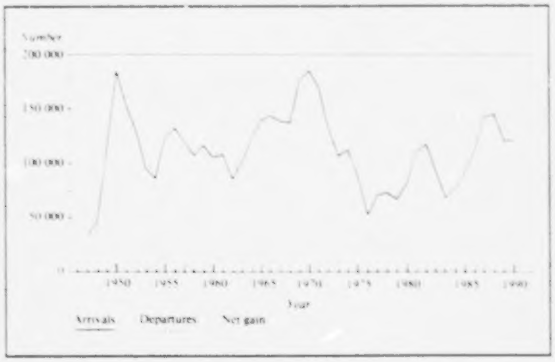
(*Source*: A. Borowski & J. Shu, *Australia's Population Trends and Prospects 1991*, AGPS, 1992, p. 6.)

B



(*Source*: CAAIP, *Understanding Immigration*, AGPS, 1987, p. 61.)

C Permanent arrivals, departures and net gain, Australia, 1945–47 and 1990–91



(*Source*: A. Borowski & J. Shu, *Australia's Population Trends and Prospects 1991*, AGPS, 1992, p. 35.)

D Births and total fertility rate (TFR), 31 December 1950–90

Year	*Births*	*TFR*
1950	190 591	3.06
1960	230 326	3.45
1970	257 516	2.86
1980	225 527	1.90
1990	262 648	1.91

(*Source*: A. Borowski & J. Shu, *Australia's Population Trends and Prospects 1991*, AGPS, 1992, p. 13.)

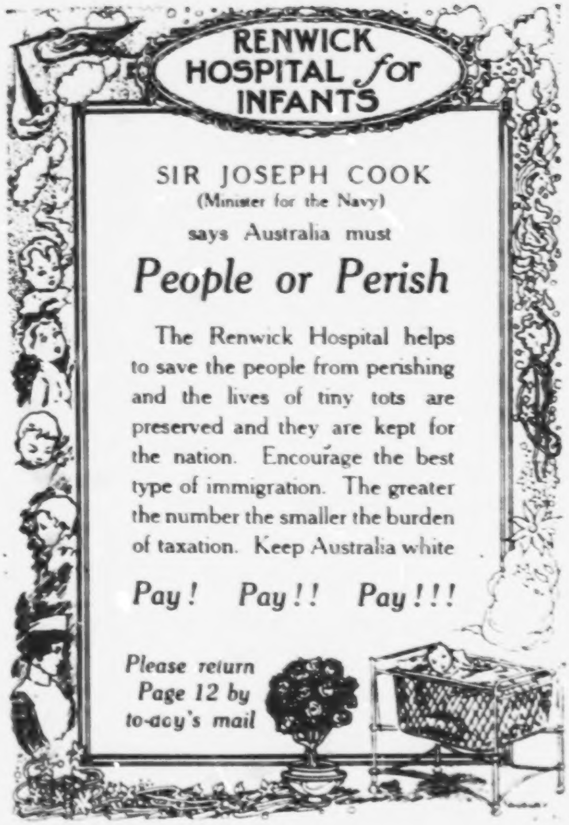
E Decline in fertility rates

The decline in fertility in Australia since the late 1960s and the 1970s, as in other economically advanced countries, is due to greater access to more effective birth control methods (which have allowed greater control over the timing and spacing of births) and the complex interplay of economic and social factors which, in turn, have influenced marriage and reproductive behaviour.

Some of these factors include, for example, the increased tendency of unmarried cohabitation, the postponement of marriage, the increasing number of divorces, the cultural shift toward an increasing tolerance of alternatives to conventional marriage and child-bearing, the rise in birth rates for women in their thirties, longer periods of formal education, the increased economic opportunities for women and the rising costs of raising a family.

(*Source*: A. Borowski & J. Shu, *Australia's Population Trends and Prospects 1991*, AGPS, 1992, p. 16.)

F



RENWICK
HOSPITAL *for*
INFANTS

SIR JOSEPH COOK
(Minister for the Navy)
says Australia must

People or Perish

The Renwick Hospital helps to save the people from perishing and the lives of tiny tots are preserved and they are kept for the nation. Encourage the best type of immigration. The greater the number the smaller the burden of taxation. Keep Australia white

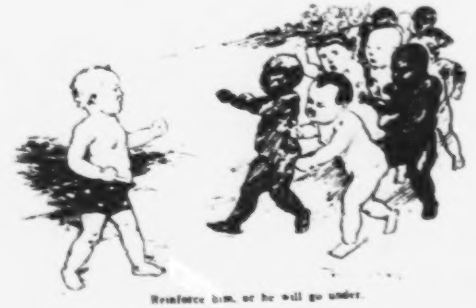
Pay! Pay!! Pay!!!

Please return
Page 12 by
to-acy's mail

'Pronatalist' propaganda, published by the Benevolent Society of NSW in 1918 and 1919, encouraging Australians to have more children.

(*Source*: D. Wyndham & S. Siedlecky, *Populate and Perish: Australian Women's Fight for Birth Control*, Allen & Unwin, Sydney, 1990, pp. 38–9.)

G



Reinforce him, or he will go under.

(*Source*: *The Lone Hand*, 2 March 1920; reproduced in M. Dugan & J. Szwarc, *There goes the neighbourhood!*, Macmillan, 1984, p. 108.)

SOURCE 4

A Immigration to Australia: top 30 source countries, October 1945–December 1986

Country of citizenship	*No.*	%
United Kingdom and colonies and Ireland	1 840 444	41.2
Italy	381 774	8.5
Greece	227 439	5.1
Yugoslavia	186 308	4.2
New Zealand[f]	175 605	3.9
Netherlands	166 959	3.7
Germany	144 097	3.2
Poland	105 067	2.4
Viet Nam	91 446	2.0
United States of America	76 121	1.7
Lebanon	63 914	1.4
South Africa[e]	36 504	0.8
Hungary	33 380	0.7
India[e]	33 126	0.7
Philippines	32 159	0.7
Turkey[d]	31 663	0.7
Austria	31 441	0.7
Spain[d]	30 698	0.7
Canada[e]	28 111	0.6
France	26 157	0.6
Portugal	26 034	0.6
Malaysia[e]	25 915	0.6
Malta[e]	24 922	0.6
Czechoslovakia	23 076	0.5
Sri Lanka[e]	22 283	0.5
China	21 357	0.5
Union of Soviet Socialist Republics	18 849	0.4
Cyprus[e]	17 676	0.4
Switzerland	17 264	0.4
Finland	16 358	0.4
Total of all countries	4 466 042	100.0

[a] Includes long term arrivals to June 1959 unless specified otherwise

[b] Not separately recorded until July 1958

[c] Included with USSR before July 1949

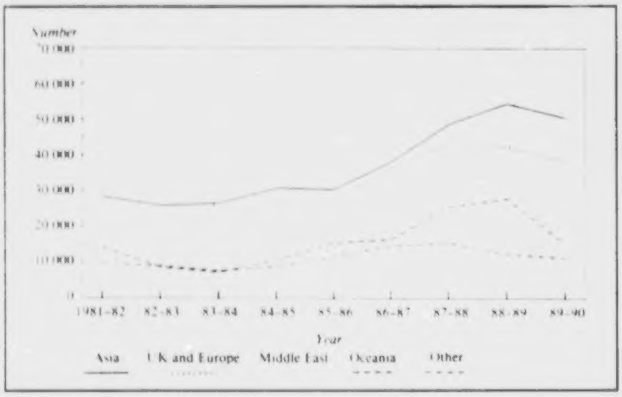
[d] Not separately recorded until July 1949

[e] Included with United Kingdom and colonies until January 1959

[f] From January 1959 and excludes long term arrivals

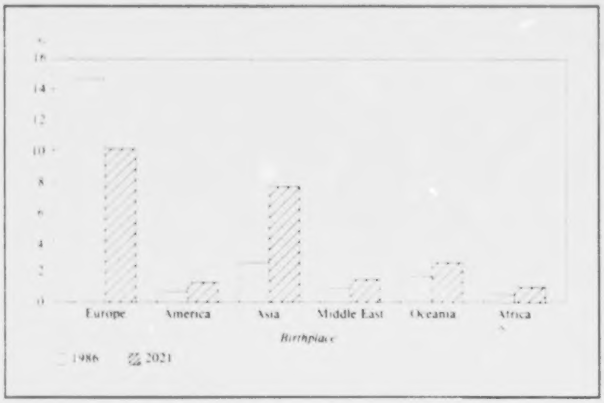
(*Source*: Australian Bureau of Statistics; reproduced in CAAIP, *Understanding Immigration*, AGPS, 1987, p. 7.)

B Settler arrivals by region of birth, 1981–82 to 1989–90



(*Source*: A. Borowski & J. Shu, *Australia's Population Trends and Prospects 1991*, AGPS, 1992, p. 47.)

C Projected birthplace composition



(*Source*: A. Borowski & J. Shu, *Australia's Population Trends and Prospects 1991*, AGPS, 1992, p. 54–5.)

SOURCE 5

A An ageing population

Largely as a result of declines in fertility, Australia's population is ageing. As the large post-war baby boom generations (born between 1947 and 1961) grow older, the implications of ageing will take on growing significance.

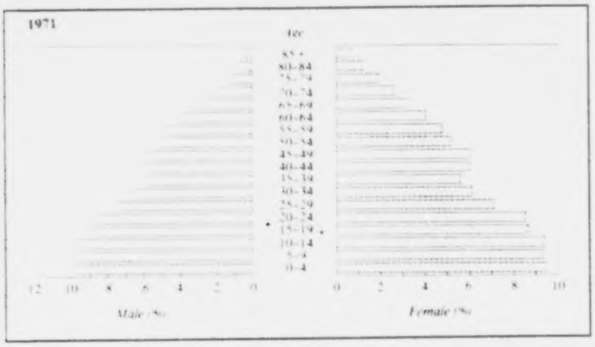
Of particular importance will be the relative size of the aged dependent population to the working age population (referred to as the aged dependency ratio). This will impact on health and social security services and on the tax burden levied on those in the work force.

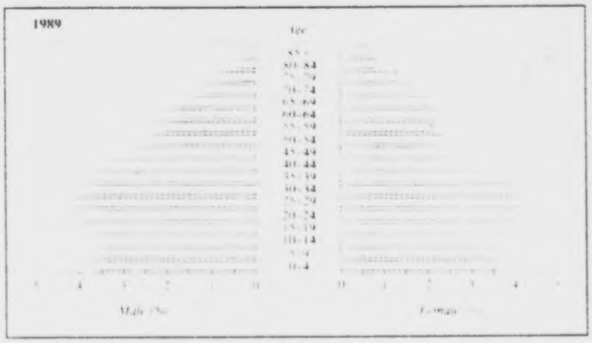
The average immigrant on arrival is about five years younger than the average Australian. Consequently, immigration slows down the ageing of the population. Of course, all immigrants eventually grow old so that immigration's impact should be seen as nothing more than a retarding effect.

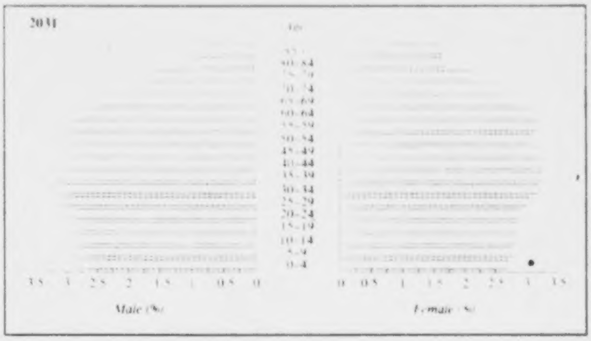
However, by adding proportionately larger numbers to the labour force age groups, immigration has the potential to alleviate the burden per worker which will be imposed as a result of the baby boom generations moving into aged dependency in the decades after 2012.

(CAAIP, *Understanding Immigration*, AGPS, 1987, p. 25.)

B Total population by age and sex, 1971, 1989 and projected 2031







(Source: A. Borowski & J. Shu, *Australia's Population Trends and Prospects 1991*, AGPS, 1992, pp. 59-60.)

C The role of immigration

Immigration is a major component of Australia's population growth and plays an important role in shaping the nation's age profile. Historically, large intakes of young, working-age immigrants were reflected in a more youthful population profile than would otherwise have been the case. Because of selectivity of immigrants, new arrivals tend to be relatively young and, therefore, have a relatively low death rate. Thus, the usual short-term effect of immigration is to reduce the proportion of aged persons in the population. However, the impact of immigration in the longer term may be quite different because these immigrants will age in the future (Hugo 1990). For example, the large intake of young adult immigrants following the Second World War is contributing to the current growth in the size of the population aged 65 years and over.

(A. Borowski & J. Shu, *Australia's Population Trends and Prospects 1991*, AGPS, 1992, p. 64.)

D Arrival of a migrant ship

(Source: *Immigration in Focus, 1946–1990: A Photographic Archive*, AGPS, Cat. no. 54/4/37A.)

E Median age of settler arrivals and total population, 1961 to 1990–91

	Median age						
	1961	*1966*	*1971*	*1976*	*1981*	*1986*	*1990–91*
Settler arrivals	23.6	23.4	23.1	23.9	24.1	26.4	27.4
Total population	29.3	28.1	27.6	28.4	29.6	31.1	32.5

(Source: A. Borowski & J. Shu, *Australia's Population Trends and Prospects 1991*, AGPS, 1992, p. 45.)

F Immigration and the ageing of the population

I believe that an increase in the level of immigration is the only way to counter the problem of the ageing of the population. The median age in Australia is 31.0 years…in 2025 the median age of the Australian population is projected to have reached 38.4 years…In Australia, future trends in age dependency will depend on the levels of immigration. Because the average migrant is five years younger than the average Australian, *immigration retards ageing*. For example, the increase in age dependence between 1986 and 2025 is projected to be 82 per cent with an average new migration gain of 50 000, but 65.5 per cent with an annual gain of 125 000.

(A. Theophanous, Immigration and the future of Australia, Public lecture, La Trobe University, 22 April 1991, pp. 15–17.)

G Ageing of the population

One of the concerns of policy makers is the expected ageing of the population. Certainly, Australia's population is ageing, but the ageing is not as serious as some commentators claim. The ageing will be quite gradual during the next 20 years, and rapid ageing will not occur until 2011 to 2031 when the large post-war baby boom cohort reaches retirement age (see figure a). Even then, Australia's population will be younger than that in most other developed countries (United Nations, 1989).

One important factor which will reduce the impact of a higher proportion of elderly persons is that in Australia, the ageing of the population will be accompanied by an increase in the proportion of the population at the working ages.

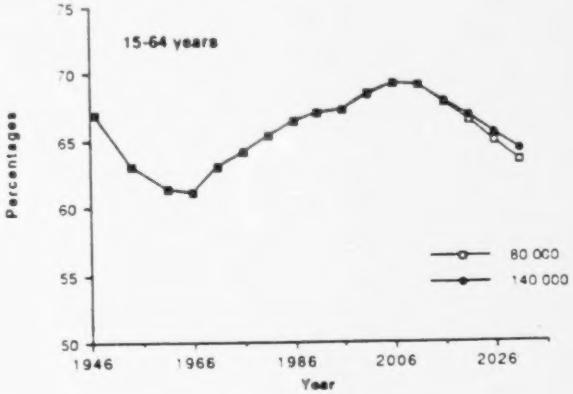
During the next 30 years Australia will have a higher proportion of its population at the working ages than at any time since the end of the Second World War. Even during the critical period 2011 to 2031, the proportion of its population at the working ages will be higher than during the mid-1960s, even with a low level of immigration (see figure b).

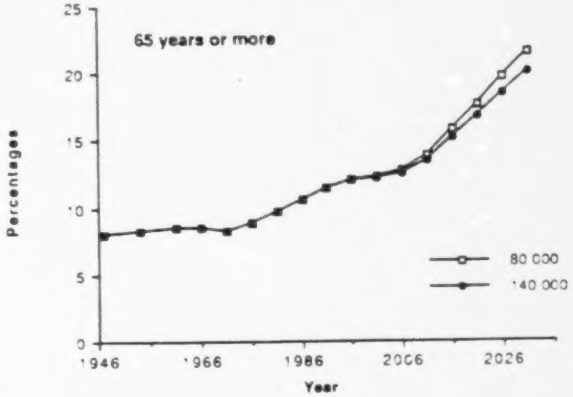
Some commentators have claimed that a high level of immigration is the solution to the ageing of the population. However, from population projections, the findings are that the population will get older regardless of whether there is a high or a low level of immigration (see figure b). A high level of immigration will have only a small effect in retarding the ageing of the population but will result in a considerable increase in the size of the population.

Bringing in a large number of immigrants now to solve a problem which is 20–40 years away could actually make the situation worse by adding to the already large cohort at the adult ages, and thereby augmenting the size of the cohort which will reach retirement age in 2011 to 2031.

If the aim is to achieve a relatively young population and one without serious distortions in its age structure, then it is more important to maintain near replacement fertility than to maintain a high level of immigration.

(C. Young, What demography can tell us about immigration and population, *Migration Action*, vol. xii, no. 3, November 1990, pp. 13–14.)





SOURCE 6

A Numbers of immigrants in Australian cities

In general, immigrants are over-represented in the major cities and this has reinforced Australia's already highly urbanised settlement pattern. Australia's five largest cities of Sydney, Melbourne, Brisbane, Perth and Adelaide account for less than 60 per cent of the Australian population. In the 1980s they attracted about 75 per cent of net overseas migration. In particular, an estimated 36 per cent of net overseas migrants to Australia settled in Sydney (with 22 per cent of the Australian population). In absolute terms, the number of immigrants who settled in Sydney jumped from 27 000 to 49 000 between 1985 and 1989. Despite large net internal migration losses in recent years, Sydney and Melbourne have continued to grow at a rapid rate due to immigration settlement (NHS 1991).

(A. Borowski & J. Shu, *Australia's Population Trends and Prospects 1991*, AGPS, 1992, p. 81.)

B Projected population (in millions) of Australia's major cities in 2030, selected migration scenarios

		2030		
		net migration		
	1990[a]	*Zero*	*100 000*	*150 000*
Sydney	3.7	3.6	4.8	5.2
Melbourne	3.0	3.2	3.9	4.1
Brisbane	1.3	1.6	2.7	3.2
Adelaide	1.0	1.1	1.4	1.6
Perth	1.2	1.4	2.2	2.6
Total	10.2	10.8	14.9	16.6
Australia	17.1	19.6	24.9	27.5

[a] Actual figures 1990

(*Source*: A. Borowski & J. Shu, *Australia's Population Trends and Prospects 1991*, AGPS, 1992, p. 83.)

C 'In the bush, a Nguyen can be by himself'

There are 2488 entries for the Vietnamese name Nguyen in the Melbourne telephone directory, but Mr Minh Nguyen is the sole Leongatha representative and one of only 20 people with the name in country Victoria.

In fact, Mr Nguyen and his family of four are the only Vietnamese inhabitants of the Gippsland town, a situation with which he is entirely comfortable.

A recent Bureau of Immigration Research report showed that Viet Nam has become the biggest source of Victoria's migrants, displacing Britain and Ireland.

But as the Nguyen case so clearly indicates, the overwhelming majority of Vietnamese migrants to Victoria have settled in Melbourne. Even then, they are highly concentrated in a few areas.

According to the 1986 Census, 27 250 Vietnamese-born people lived in Melbourne, compared with only 376 in the rest of Victoria, including 151 in Geelong.

Mr Nguyen, 49, ended up in Leongatha four years ago when he moved from Sydney.

Held prisoner for two years by the communists after the fall of Saigon in 1975, Mr Nguyen, a former South Vietnamese army officer, escaped by boat to Malaysia in 1978.

He was interviewed there by Australian Immigration officials and granted refugee entry.

Mr Nguyen runs a retail bakery in Leongatha, a trade he learnt from a Vietnamese friend after finding no joy working as a factory hand and then as a fisherman in Sydney.

'People in the country are better than city people. People here are like the people in my countryside (in Viet Nam),' he said.

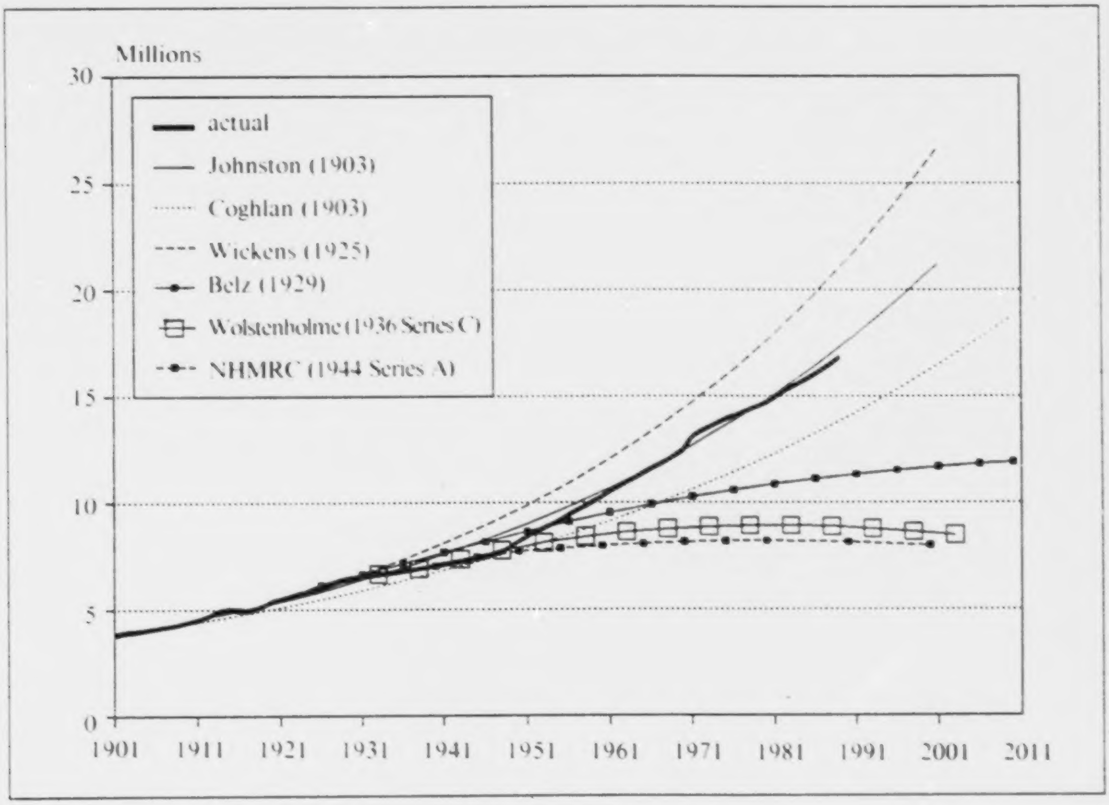
Mr Nguyen works up to 12 hours a day, seven days a week. He said he wanted to contribute to Australia's development and to his two children's future.

Asked why so few Vietnamese lived outside the big cities, he said many had poor English skills and sought the security of being with their compatriots. But that was not the life for Mr Nguyen. He said he had been treated impeccably by the local community from the start, although he acknowledged the situation may have been different if 100 Nguyens had arrived in Leongatha.

(J. Masanauskas, *The Age*, 19 June 1992.)

SOURCE 7

Population of Australia, 1901–91, and selected forecasts



(Source: M. Bell, *Demographic Projections and Forecasts in Australia*, AGPS, 1992, p. 4.)

Investigation 1: What are the characteristics of Australia's population?

The documents in Source 1 present information about Australia's population in recent years. Examine these documents in class. Summarise the information in Sources 1A and B by creating a demographic profile of Australia in 1991. Use the following table to help you.

A profile of Australia's population, year ended 30 June 1991

Population size	Births
Males	Deaths
Females	Natural increase
% males	Natural increase rate (%)
% females	Net migration
Median age (years)	Net migration rate (%)
Population growth	Population growth rate (%)

Look again at Sources 1A and B, to determine whether the following statements are true or false.

There are more females than males in your age group.	T / F
Men tend to live longer than women in Australia.	T / F
Net migration contributed more to population growth in the 1980s than natural increase did.	T / F
Immigration contributes significantly to population growth in Australia.	T / F

Look at Sources 1C–E.

- What percentage of the population in 1990 was born overseas?
- What percentage of the overseas-born population in 1990 came from the UK and other European countries?
- Roughly what percentage of the *total* population in 1990 was born in Asia?
- Where do most of the population live? Why do you think this is?
- What percentage of the population in 1990 lived in Australia's capital cities?
- Roughly what proportion of immigrants settle in Australia's five largest cities?

What trends are affecting Australia's population?

Sources 2–6 provide information about trends affecting Australia's population, the underlying causes of these trends, and implications of these trends for Australia in the future. As you work through these sources, summarise the information in them, using a grid like the one shown here.

Investigation 2: Is Australia's population increasing?

Examine the documents in Source 2.

- What trends do you recognise in Australia's population growth over the last forty years?
- Has the *rate* of population growth in Australia increased or decreased in the last three years?
- If Australia stopped taking immigrants, would the population itself continue to increase?

Investigation 3: What's happening to Australia's fertility and immigration rates?

Examine the documents in Source 3.

- What are the two factors which contribute to Australia's population growth?
- Has Australia's net migration increased or decreased in recent years?
- Why have Australia's fertility rates been declining? List the reasons.

At certain times earlier in the 20th century there were concerns that Australia's population was too small.

Source	*Population trend*	*Underlying causes*	*Implications for the future*
	e.g. ageing of the population		

Different measures were suggested to remedy the situation. The documents in Source 3F-G, present one of the 'solutions' to the perceived problem of under-population, which was put forward around 1920. What is the solution that is being suggested in these documents? What do these documents tell us about the sorts of fears, prejudices and concerns some people had at that time?

Investigation 4: How has immigration affected the composition of Australia's population?

Examine the documents in Source 4 to determine whether the following statements are true or false.

The UK and its colonies and Ireland was the top source country for immigration to Australia from 1945 to 1986.	T / F
Most immigrants to Australia between 1945 and 1986 came from Asian rather than European countries.	T / F
Immigration from Asia overtook immigration from the UK and Europe in the 1980s.	T / F

Investigation 5: Can immigration stop the ageing trend of Australia's population?

Examine the documents in Source 5.

- What is meant by 'the ageing of the population'?
- Why is Australia's population ageing? List the reasons.
- What are the consequences of the ageing population for Australia in the future?
- What effect does immigration have on the population's age structure in the short term? Why does it have this effect?
- Is immigration a long-term solution to the problem of an ageing population?

Imagine you are a 'baby boomer' (one of the many people born in the post-war baby boom between 1947 and 1961) and that you are concerned about whether the country will be able to afford to pay you an adequate pension and provide health and social services for you when you retire in 2020. Having examined the above evidence, would you be in favour of increasing or decreasing the number of immigrants to Australia? Why?

Compare Sources 5F and G, which present conflicting arguments about immigration and the ageing of the population. Summarise the arguments presented in each document.

- Whose arguments do you find more convincing? Why?

Having examined these arguments, go back to the 'baby boomer' activity. Would you change your decision after reading these arguments?

Investigation 6: Why are our cities' populations growing?

Examine the documents in Source 6.

- What are the main reasons for the increasing size of Australia's major cities?
- Why, according to Mr Nguyen (Source 6C), do so few Vietnamese immigrants choose to live outside the big cities?
- Can you think of any problems that might arise as a result of an increase in the number of people living in Australia's major cities?
- What are some of the benefits of having people come to live in Australia's major cities?

Investigation 7: How accurate have past projections of Australia's population been?

Look at the graph in Source 7 which shows some of the projections of Australia's population made by demographers earlier in the 20th century.

- Which demographer was most accurate?
- Did most of the projections represented here overestimate or underestimate Australia's population growth?

Further activity

What will Australia's population be like in the future?

Using the projections in Sources 2B and C, 4C, 5B and 6B as guides, make your own predictions about what Australia's population will be like in the 21st century (e.g. year 2020 or 2030), if natural increase were to remain as it is now and net migration to continue at about 100 000 a year. Be sure to include predictions about the size, age structure, ethnic make-up and distribution of the population. You may like to explore the impact this will have on areas such as health, sustainable development and welfare provisions.

EVIDENCE FILE G

The Environmental Impact of Immigration

Timber cutting in the Mary River district, c. 1868.
(*Source*: Photograph by Richard Daintree; courtesy John Oxley Library; reproduced in Ross Fitzgerald, *From the Dreaming to 1915: A History of Queensland*, University of Queensland Press, 1982.)

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Investigation G

What impact does immigration have on the environment?

This evidence file explores the effects of immigration on Australia's urban and rural environments. Immigration contributes to Australia's population growth, and thus increases the demands placed on the environment. However, the impact the population has on the environment depends not just on its size, but also on consumption patterns and production practices.

This evidence file provides sources for an examination of questions such as these:

- **What impact have Aboriginal and non-Aboriginal people had on the environment in the past?**
- **What impact do city populations have on urban and rural environments?**
- **What impact do rural populations have on the environment?**
- **How can demands on the environment be addressed in a multilingual community?**
- **Is it necessary to reduce immigration in order to protect the environment?**
- **Does Australia have a 'carrying capacity'?**

Suggested Strategies

Investigation 1: What impact have Aboriginal and non-Aboriginal people had on the environment in the past?

Look at Source 1.

- When did much of the damage to Australia's environment occur?
- In what ways did Aboriginal people use and alter the landscape?
- In what ways did non-Aboriginal people use and alter the landscape?
- If people had known what is known now about the importance of vegetation, what might they have done differently?

Compare Sources 1B and C. Both represent the impact of European settlement on the Australian environment.

- What is your reaction to each of these representations?
- What sort of impression do you think Source 1B was designed to give its viewer?
- What do these representations reveal about the impact of European settlement on the Australian environment, and the attitude of some European settlers to the environment?

Further activities

- Carry out research to find out more about how Aboriginal people interacted with the environment in the past and invite a spokesperson from the local Aboriginal community to talk to the class.
- Investigate environmental change in your local area. Carry out research or contact your local historical society or museum to find out what your local area was like before non-Aboriginal settlement and how it has changed since then. Students might create a native garden area.
- Choose an animal that is now extinct, such as the Thylacine (Tasmanian tiger), the marsupial lion, or the Diprotodon (a species of megafauna), and write a brief report on it.
- Carry out research to find out more about the colonial logging industry and its impact on, for example, the Mountain Ash forests of the Strzelecki Ranges in Victoria, the Red Cedar forests on the New South Wales coast, the Jarrah and Karri Forests of Western Australia or your local area if appropriate.
- Invite a farmer who is a member of a local Landcare group to speak to the class about the ways in which farmers are tackling salinity and other forms of land degradation.
- Invite a person from a local conservation group to talk to the class about the impact non-Aboriginal settlement has had on the environment.

Investigation 2: How does immigration affect the size and distribution of the population today?

Before we can assess what impact immigration might have on the environment today, we must consider how immigration affects the size of the population and how it affects the distribution of the population.

Evidence file F, *The demographic impact of immigration*, explores this issue in more detail.

Look at Source 2.

- Is immigration making a significant contribution to the size and growth of Australia's population?
- Where does most of the Australian population live?
- Roughly what proportion of immigrants choose to live in our major cities?

SOURCE 1

A People and the environment

The original inhabitants of Australia used the resources of nature in a sustainable way. Rather than planting large areas with crops, Aboriginal people moved around within specific territory harvesting fruit, plants and grains. They also hunted and fished. Because they took advantage of seasonal food supplies in this way, they gave each species a chance to regenerate. However, the Aboriginal people did alter Australia's landscape and have an impact on the environment. The widespread use of fire to flush out game and stimulate regrowth of native grasses significantly altered the flora (plant life) and fauna (animal life) of the continent. It is also possible that many species of megafauna, such as the Diprotodons and giant kangaroos were hunted to extinction.

The non-Aboriginal people who arrived in Australia from 1788 onwards utilised the land in a different way. They cleared much of the land for timber and agricultural use. In fact, it has been estimated that, since the beginning of non-Aboriginal settlement, 36 per cent of Australia's forests have been cleared for farming and that throughout the wheat-sheep zone, clearing has removed over 70 per cent of the original trees. In the years before it was widely recognised that removal of vegetation could be a major factor in land degradation, governments used taxation concessions to encourage people to clear the land in order to increase agricultural production and exports. Australia now faces serious soil erosion and salinity problems as a result of widespread land clearing. Many species of animals and plants have become extinct since the arrival of non-Aboriginal people, and many more are at risk. Introduced species such as rabbits, pigs and buffalo have seriously degraded natural environments.

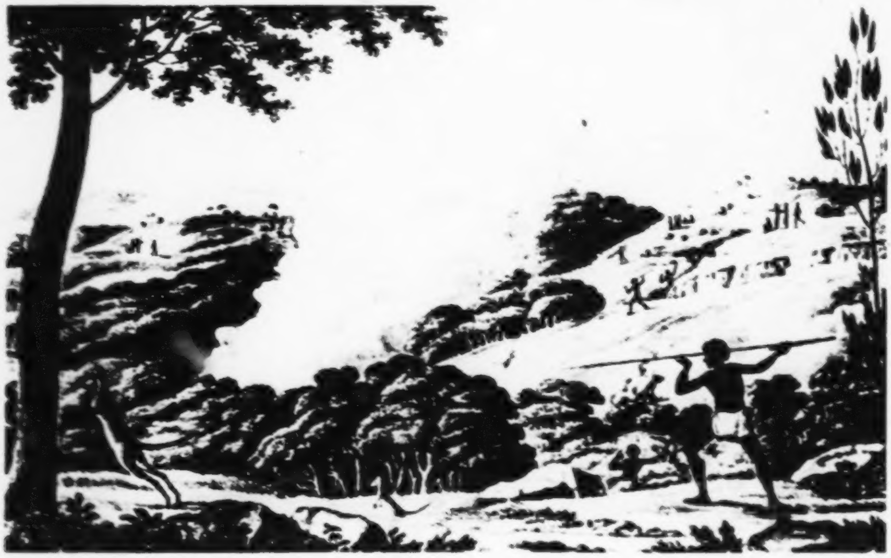
Much of this environmental damage was done in the years before the Second World War, when Australia's population was relatively small, and when little was known about the environmental consequences of deforestation and the introduction of species. Today's farmers recognise these problems, and many are participating in Landcare programs to improve the condition of the land.

B

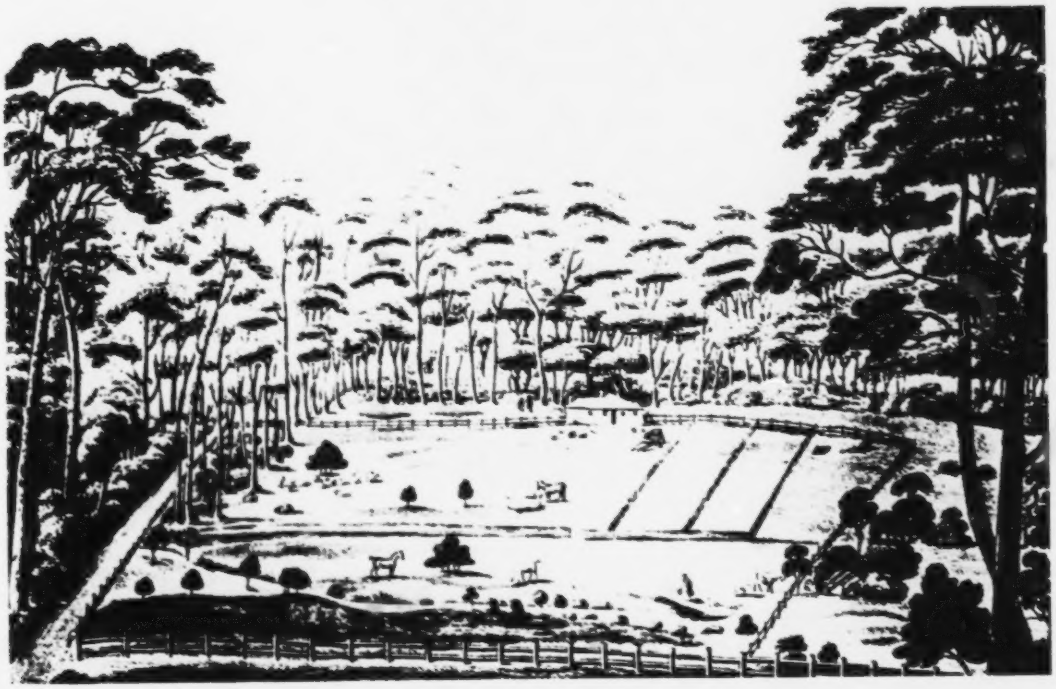
A nineteenth-century picture of Aborigines using fire to flush out kangaroos.

(*Source:* J. Lycett, 1774–1825, 'Aborigines hunting kangaroos', watercolour, National Library, Canberra; reproduced in E. Foster, *The Aborigines from Prehistory to the Present*, OUP, 1985, p. 18.)

▼



C



Property of a New South Wales settler.
(*Source:* J. Lycett, c. 1820; Rex Nan Kivell Collection (NK 2707/8), National Library, Canberra, reproduced in M. Dugan & J. Szwarc, *There goes the neighbourhood!*, Macmillan, 1984, p. 22.)

D

A farm carved out of the Gippsland forests.
(*Source:* Tony Dingle, *Settling*, The Victorians (series), Fairfax Syme Weldon, 1984.)

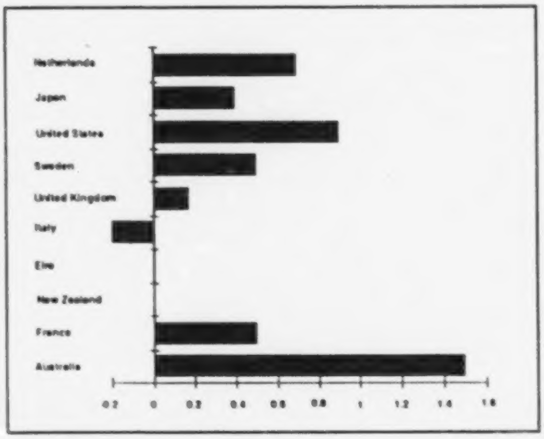
SOURCE 2

A Population growth

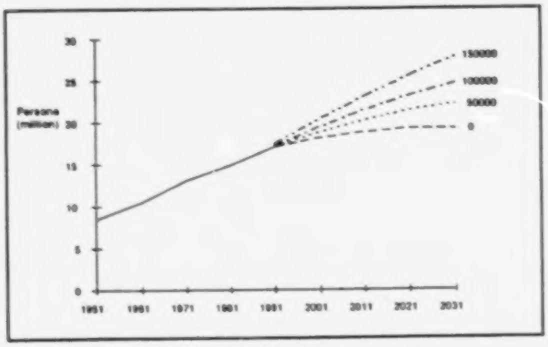
Australia's population is growing faster than that of any OECD country with the exception of Turkey. This is because of our comparatively high level of overseas immigration which presently contributes about half of total growth and because of a fertility rate somewhat higher than the OECD norm.

Australia's population in 2030 will be substantially larger than its present 17 million. The magnitude of growth will depend on the level of immigration, as fertility is expected to remain below long-term replacement, where it has been since 1977.

(National Population Council, *Population Issues and Australia's Future*, AGPS, 1992, pp. 4–5.)

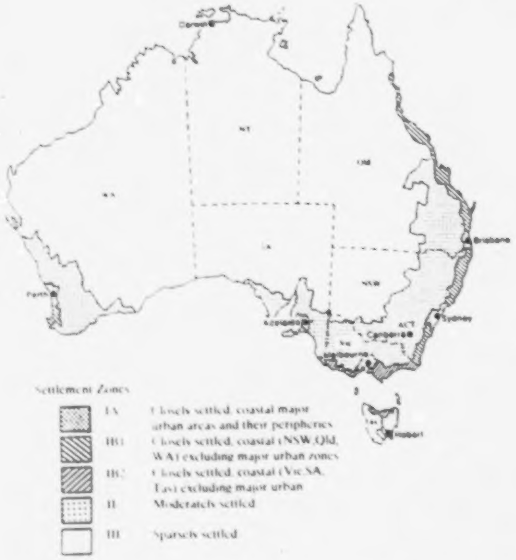


(*Source:* Population Reference Bureau (most data for 1986, Australia 1987).)



(*Source:* ABS, *Australian Demographic Trends*, Cat. no. 3102.0.)

B Settlement zones of Australia


Darwin
NT
Qld
WA
SA
NSW
Brisbane
Perth
Adelaide
ACT
Canberra
Sydney
Vic
Melbourne
Tas
Hobart
Settlement Zones
IA Closely settled, coastal major urban areas and their peripheries
IB1 Closely settled, coastal (NSW, Qld, WA) excluding major urban zones
IB2 Closely settled, coastal (Vic, SA, Tas) excluding major urban
II Moderately settled
III Sparsely settled

(*Source:* G. Hugo, *Atlas of the Australian People: Victoria*, AGPS, 1991, p. 2.)

C Population distribution

Australia's population is concentrated in three coastal regions—the east, the south-east and the south-west seaboards. New South Wales and Victoria are Australia's most populous States, accounting for 60 per cent of total population. In June 1990, Sydney (3.6 million people) had 21 per cent of the national population and Melbourne (3 million people) had 18 per cent.

In 1990 there were 276 urban agglomerations in the world containing one-third of the world's population. Although Sydney and Melbourne are very large cities by Australian standards, they are relatively small by international standards. Thus, in 1990 there were 58 other cities in the world larger than Sydney and 12 of these had populations of 10 million or more people.

The major causes of the changing pattern of population distribution are internal migration and the settlement location decisions of overseas immigrants. For example, over the 10 years 1976-86, net interstate migration contributed 35 per cent of Queensland's population growth. Generally, immigrants are over-represented in the major cities. Australia's five largest cities, Sydney, Melbourne, Brisbane, Perth and Adelaide, attract about 75 per cent of net overseas migration.

(A. Borowski & J. Shu, *Australia's Population Trends and Prospects 1991*, AGPS, 1992, p. xiv.)

SOURCE 3

A Immigration, population and urban growth in Australia

During 1989-90 there has been growing debate concerning the role of immigration in population growth and metropolitan growth, notably that of Sydney and Melbourne.

There has been an increasing critique of population growth and the strength of the immigration program from an environmentalist perspective, with the notion that the levels of population and economic growth in Australia are above those required for 'sustainable development'.

By sustainable development we mean a moderate rate of development which enables natural resources to be preserved and a minimal eroding of the number of species of fauna and flora, and this in turn means the preservation of natural environments and habitats.

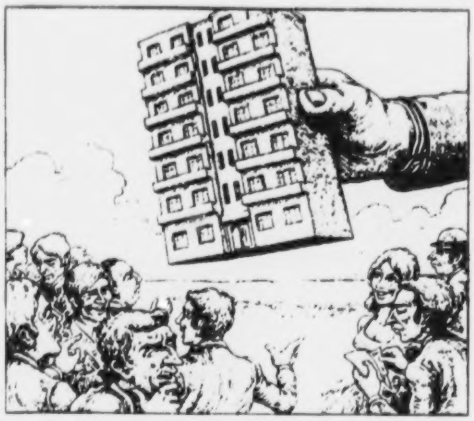
A more recent notion has been that of 'sustainable cities' which, in turn, would make minimal impacts on the environment and species and which would not pollute the environment to any extent.

The notion of sustainable cities suggests also limits to growth and population size, geographical extent, density constraints and related factors which result in efficient and non-costly demands in infrastructure.

A further concern has been that significant population growth in Australia has an impact on global environmental balances. Population growth in Australia creates an increasing demand for products produced in fragile environments by methods which often lead to environmental degradation.

At issue here, as with environmental and infrastructure impacts in Australia, is the extent to which population growth creates the problems in itself, or whether it is particular patterns of consumption, with or without population growth, which cause the problems.

Of course with population growth, and constant per capita levels of consumption, aggregate consumption must grow. But if more conservation-minded consumption were to ensue, aggregate consumption might remain constant, with population growth.



At the metropolitan level in Australia, over-consumption of space almost certainly takes place in terms of residential land use, as well as over-consumption of housing, energy and water.

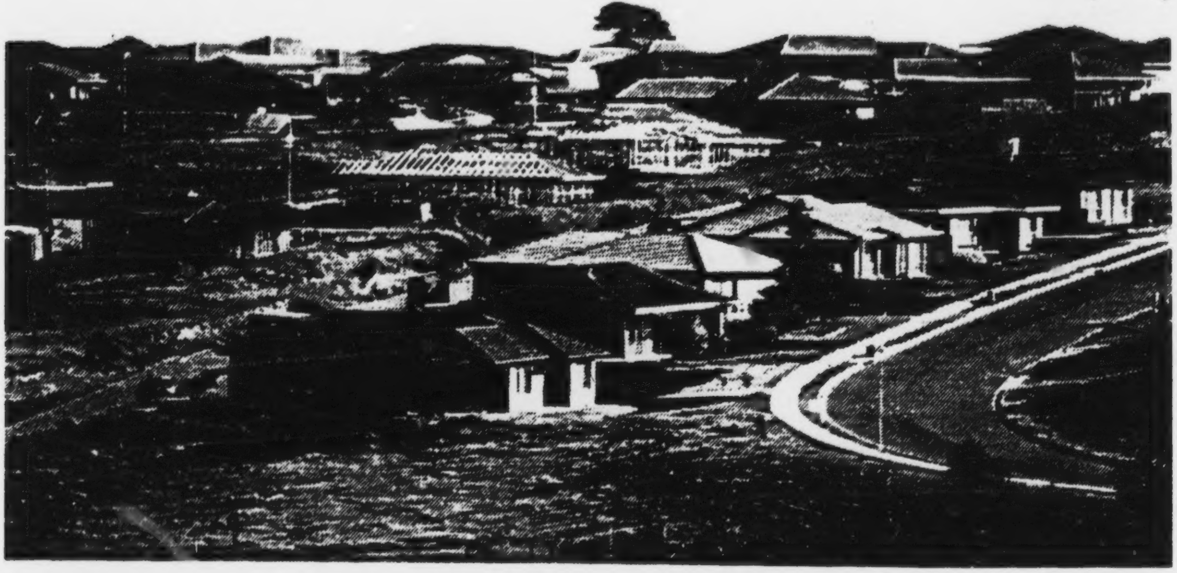
Patterns of consumption are associated with material and social valuations that a population has. It is arguable that consumption levels can be lessened through education and attitudinal change. Such lessening of consumption rates could compensate for increasing aggregate metropolitan consumption resulting from population growth. Even with population growth, aggregate consumption of space could fall if the population modified its use of residential and housing space.

Immigration has recently been viewed critically because immigration is now the major factor in population growth in Australia—partly because, from the early 1970s, fertility has progressively fallen to the current level which is below replacement level.

If children born in Australia to immigrant parents are included, immigration directly and indirectly contributes almost 60 per cent of national population growth. However, the real issue concerning environmental stability and urban growth in Australia is population growth. The issues should be seen in relation to population rather than immigration or ethnic composition.

(I. Burnley, 'Immigration, population and urban growth in Australia', *Migration Action*, vol xii, no. 3, November 1990, p. 3.)

B Growth of housing on a city's edge



(*Source: The Immigration Debate: Guided Issue Study*, Open Access College, Education Department of South Australia, p. 69.)

C Population and the urban environment

Of particular relevance to ecological integrity is the distribution of the population. Most Australians live in urban areas. Australia has long been one of the world's most urbanised nations. It is in our cities that the stresses of population impact are most apparent. In particular, it is in the urban context that the consequences of population for maintenance of natural systems for absorption of wastes and for protection of ecological processes and systems have most salience.

Thus, it is in urban areas that air, noise and water pollution and problems of sewerage, industrial effluents and solid waste production are all heavily concentrated, sometimes to the extent of overwhelming the ability of local air and water resource systems to accept these impacts without degradation.

At the same time, the urban spread pattern, so characteristic of Australian cities, has a range of other damaging effects on natural environments.

The spread of low density suburban living increases reliance on the highly convenient but highly polluting automobile as the major means of transport, producing associated noise and congestion. Low density dwellings also consume more water and energy than more concentrated developments.

Further, the urban environs can suffer. Areas of environmental importance near urban centres, such as the Blue Mountains in Sydney, the Dandenongs in Melbourne, or Mount Wellington in Hobart, often suffer degradation because of overuse by urban residents. The incidence of bushfires also aligns closely with the major centres of population. The steady demand for urban land has sometimes led to developments taking place on areas prone to flooding or landslips, or areas with important and fragile ecologies.

(National Population Council, *Population Issues and Australia's Future*, AGPS, 1991, pp. 51-2.)

D Manifesto of Australians Against Further Immigration (AAFI)

To understand how people affect the environment it is only necessary to look at one's daily activities:

On getting out of bed one steps on the wooden floor, made from trees, turns on the light which requires coal to be dug up and burnt to generate electricity, goes for a shower and uses the toilet necessitating that rivers be dammed (and diverted from some other use), and that the waste water and sewage be disposed of in an environmentally sensitive way. All food comes from the land, so breakfast of milk and cereal is not simply obtained from the supermarket and refrigerator, but is produced and grown at environmental cost. We then get into our car which uses fossil fuel and results in pollution. One may swap and substitute fuels and materials, but all our needs are met by mother nature, one way or another.

Our imports—cars, TVs, computers—are bought with the income earned from our exports. That is, using our land's renewable and non-renewable resources, once again, at environmental cost.

In short, even city dwellers are totally dependent on, and interrelated with, our natural environment. Even if we could create an environmentally aware community, we must face the fact that our increasing population will have an increasing environmental impact. Technological tinkering and marginal efficiencies in consumption are no match for the relentless compound increase in population.

(*AAFI Manifesto*)

E Resource use and the environment

Wealthy industrialised countries such as Australia consume vast amounts of resources, including energy and other raw materials. As a result, there is a significant release of greenhouse gases.

Worldwide, the main gas responsible for the greenhouse effect is carbon dioxide (CO_2). This currently contributes some 44% of the total greenhouse gas emissions. The remaining 56% results mainly from the combined contributions of methane, chlorofluorocarbons (CFCs) and nitrous oxide. Energy sources such as coal, petroleum and natural gas produce CO_2 when burnt. Almost all of the energy we use, whether for heating, cooking, transport or indirectly through industry, contributes to the greenhouse effect.

By wasting energy in our daily activities we contribute unnecessary quantities of damaging emissions responsible for the greenhouse effect.

(*Diversity Connects*, no. 3, November 1991, p. 8.)

SOURCE 4

A Salt Watch

Australia's first white settlers tried to make a living off the land the only way they knew—by clearing the trees and vegetation and by farming the way they used to in Britain. But this was Australia—not Britain. The landscape and soils are different, the climate is different. Removal of the deep rooted native trees and grasses and the development of irrigation projects has allowed more water to soak into the soil, raising the level of the groundwater.

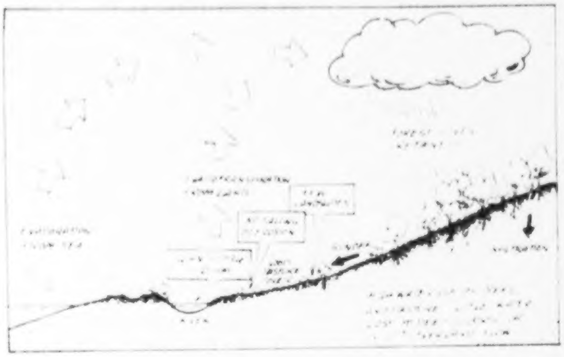
What happens when trees are removed?

Trees act like pumps, drawing through their roots the water which they need for growth. So, as more trees are removed, more water makes its way down into the watertable. This causes the watertable to rise, bringing salts from deep below into the root zone of those plants growing on the lower slopes.

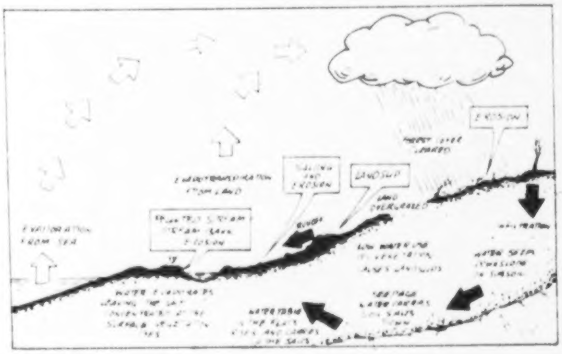
During and after rainfall, water can either run off the land, be used by the trees and other plants, or soak into the ground. Water that soaks through the soil is eventually stopped by rock or layers of clay. It then begins to build up toward the surface—in effect, the soil is being 'flooded from below'. The upper surface of the groundwater is called the watertable. When the watertable rises to near one metre of the surface, the salt can rise to the surface by capillary action, causing salting of the soils and severely limiting the growth of vegetation. High salt levels can also increase the likelihood of erosion, damage water-using appliances and lead to the loss of wildlife habitat and recreational areas. The loss of a protective cover of vegetation can lead to extensive soil erosion through the action of rainfall and runoff.

(*Salt Watch*)

THE WATER CYCLE—UNCLEARED LAND



THE WATER CYCLE—CLEARED LAND



B The wasting of a continent

The destruction of Australian farmland through soil erosion and other forms of degradation is costing the country more than $A600 million a year in lost agricultural production. The causes are clear: over-grazing, over-cultivation and the clearing of natural vegetation, particularly trees. These have destroyed nature's balance and led to water and wind erosion of exposed soil, acidification and salination of previously cultivatable land and the collapse of soil structure to a point where crops or grass cannot grow…From coast to coast some 4.2 million ha of farmland is estimated to be affected by salinity. And recent Government estimates show 55% of arid lands and 45% of reliable rainfall country suffering varying degrees of degradation. Government and state efforts are being directed towards local solutions and community awareness. As part of this awareness campaign 1990-1999 is to be the 'soil conservation decade'.

(M. Malik in T. Gurry & R. Lewis, *Industry in Agriculture: The Outlook*, Ryebuck Media, 1990.)

C Farmers and Landcare

Australia's farmers have demonstrated their concern for the environment as information relating to the sustainability of their specific industries has emerged. The National Landcare Program started in 1989, building on the interest of local rural communities in addressing land degradation. There are now over 1400 officially registered farmer-led groups across Australia to arrest and reverse the decline in the quality of the productive base of agriculture. Landcare draws on farmers and their communities' resources alongside support from governments. It is recognised by farmers worldwide as an innovative response to land degradation.

(National Farmers' Federation, *New Horizons*, NFF, 1993, ch. 11, p. 2.)

SOURCE 5

A Language the key in ethnic salinity plan

He was a long way from his native Turkey, but the short man addressing a group of people in a Goulburn Valley farm shed seemed totally in his element.

For Dr Cengiz Erol, the chance to help farmers of Turkish background to manage the growing problem of salinity was a mighty boost in his confidence.

Since arriving in Australia in June last year, Dr Erol, an irrigation engineer, has applied for more than 80 professional jobs but failed to be employed.

There are thousands more migrants like Dr Erol, people eminently qualified but unable to find work in their fields due to the recession, a lack of local experience and, sometimes, discrimination.

Dr Erol, 35, found a ray of hope during a seven-week placement at the Victorian Department of Conservation and Environment. The work is related to a specialised English course he has undertaken at RMIT.

Last week at Harston, near Shepparton, Dr Erol provided information about salinity problems to Turkish landholders in their own language.

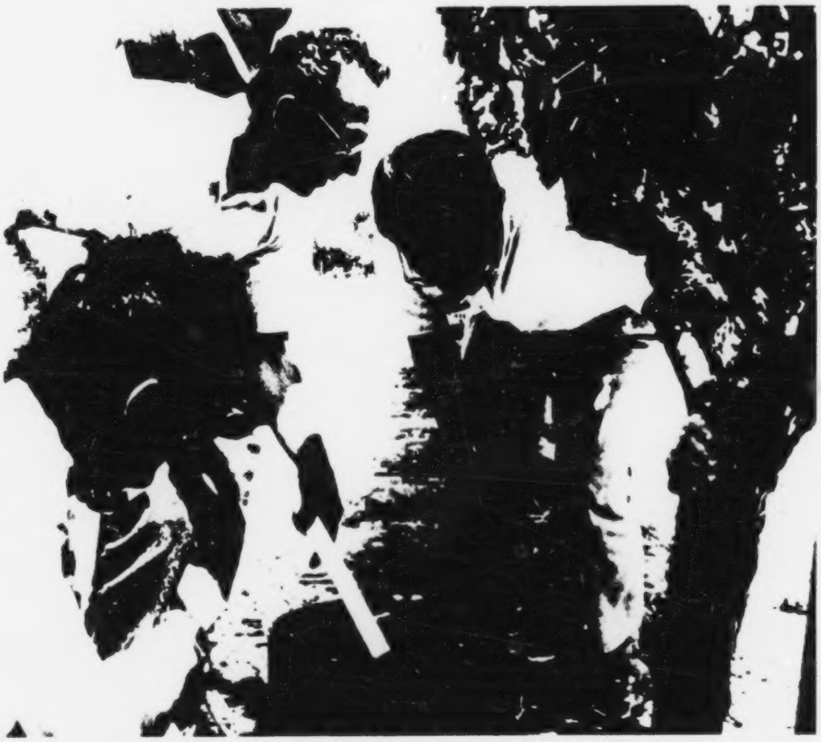
The department had been concerned that ethnic farmers were not getting the message about salinity control — salinity costs Victoria $50 million annually — so seminars in Greek, Italian, Serbo-Croat and Turkish were organised.

Mr Ismet Uguz, a strawberry and tomato grower at Harston, said he had previously avoided contacting Government departments for fear of not being understood.

Mr Uguz's son, Ayhan, who interpreted for his father, said their farm had joined a community scheme to relieve salinity problems.

(J Masanauskas, *The Age*, 26 June 1991.)

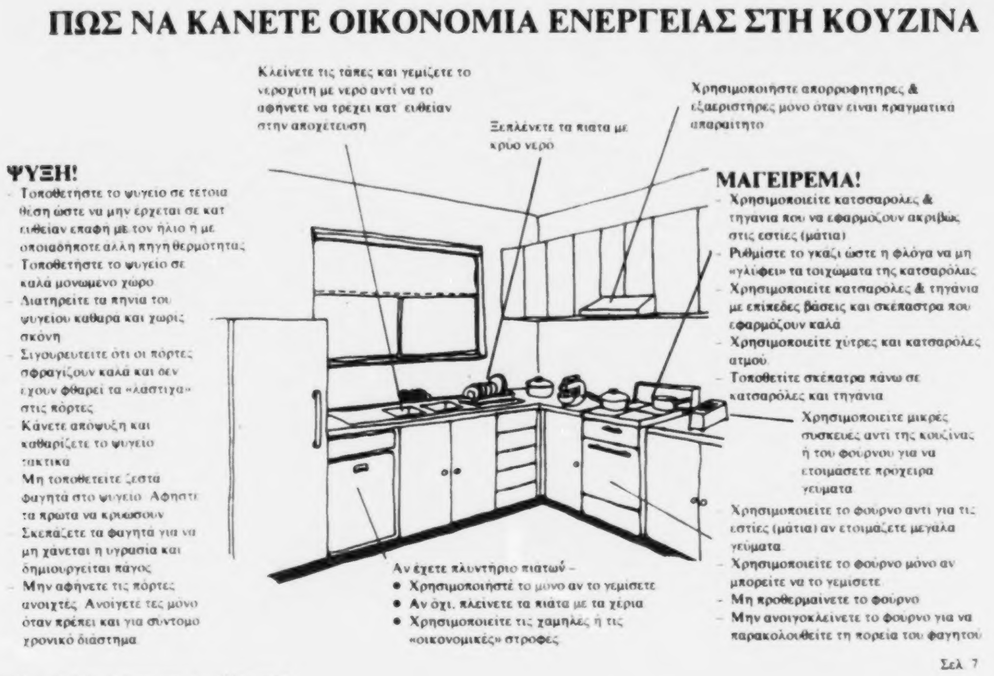
B



Dr Cengiz Erol explains moisture measurement to members of the Mildura Turkish Association.

(*Source: Salt Force News*, no. 23, 1991, p. 6.)

C Energy conservation in the household



ΠΩΣ ΝΑ ΚΑΝΕΤΕ ΟΙΚΟΝΟΜΙΑ ΕΝΕΡΓΕΙΑΣ ΣΤΗ ΚΟΥΖΙΝΑ

ΨΥΞΗ!

- Τοποθετήστε το ψυγείο σε τέτοια θέση ώστε να μην έρχεται σε κατ' ευθείαν επαφή με τον ήλιο ή με οποιαδήποτε άλλη πηγή θερμότητας
- Τοποθετήστε το ψυγείο σε καλά μονωμένο χώρο
- Διατηρείτε τα πηνία του ψυγείου καθαρά και χωρίς σκόνη
- Σιγουρευτείτε ότι οι πόρτες σφραγίζουν καλά και δεν έχουν φθαρεί τα «λάστιχα» στις πόρτες
- Κάνετε απόψυξη και καθαρίζετε το ψυγείο τακτικά
- Μη τοποθετείτε ζεστά φαγητά στο ψυγείο. Αφήστε τα πρώτα να κρυώσουν
- Σκεπάζετε τα φαγητά για να μη χάνεται η υγρασία και δημιουργείται πάγος
- Μην αφήνετε τις πόρτες ανοιχτές. Ανοίγετέ τες μόνο όταν πρέπει και για σύντομο χρονικό διάστημα

Κλείνετε τις τάπες και γεμίζετε το νεροχύτη με νερό αντί να το αφήνετε να τρέχει κατ' ευθείαν στην αποχέτευση

Ξεπλένετε τα πιάτα με κρύο νερό

Χρησιμοποιήστε απορροφητήρες & εξαεριστήρες μόνο όταν είναι πραγματικά απαραίτητο

Αν έχετε πλυντήριο πιάτων –

- ● Χρησιμοποιήστέ το μόνο αν το γεμίσετε
- ● Αν όχι, πλένετε τα πιάτα με τα χέρια
- ● Χρησιμοποιείτε τις χαμηλές ή τις «οικονομικές» στροφές

ΜΑΓΕΙΡΕΜΑ!

- Χρησιμοποιείτε κατσαρόλες & τηγάνια που να εφαρμόζουν ακριβώς στις εστίες (μάτια)
- Ρυθμίστε το γκάζι ώστε η φλόγα να μη «γλείφει» τα τοιχώματα της κατσαρόλας
- Χρησιμοποιείτε κατσαρόλες & τηγάνια με επίπεδες βάσεις και σκέπαστρα που εφαρμόζουν καλά
- Χρησιμοποιείτε χύτρες και κατσαρόλες ατμού
- Τοποθετείτε σκέπαστρα πάνω σε κατσαρόλες και τηγάνια

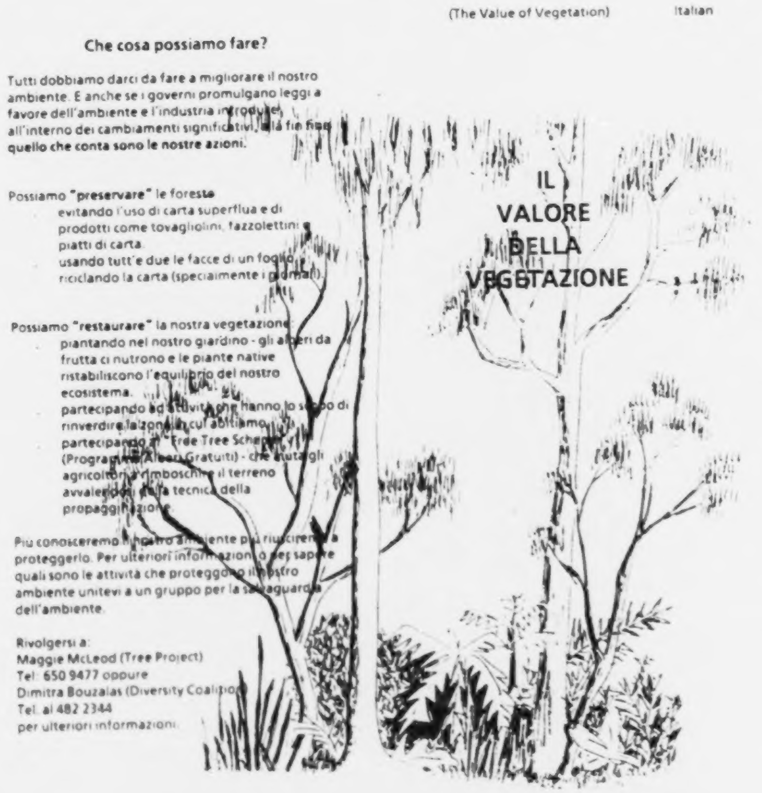
Χρησιμοποιείτε μικρές συσκευές αντί της κουζίνας ή του φούρνου για να ετοιμάσετε πρόχειρα γεύματα

- Χρησιμοποιείτε το φούρνο αντί για τις εστίες (μάτια) αν ετοιμάζετε μεγάλα γεύματα
- Χρησιμοποιείτε το φούρνο μόνο αν μπορείτε να το γεμίσετε
- Μη προθερμαίνετε το φούρνο
- Μην ανοιγοκλείνετε το φούρνο για να παρακολουθείτε τη πορεία του φαγητού

Σελ. 7

(*Source*: Gas and Fuel Corporation of Victoria.)

D



(The Value of Vegetation) Italian

Che cosa possiamo fare?

Tutti dobbiamo darci da fare a migliorare il nostro ambiente. E anche se i governi promulgano leggi a favore dell'ambiente e l'industria introduce all'interno dei cambiamenti significativi, alla fin fine **quello che conta sono le nostre azioni.**

Possiamo **"preservare"** le foreste
- evitando l'uso di carta superflua e di prodotti come tovagliolini, fazzolettini e piatti di carta.
- usando tutt'e due le facce di un foglio.
- riciclando la carta (specialmente i giornali).

Possiamo **"restaurare"** la nostra vegetazione
- piantando nel nostro giardino - gli alberi da frutta ci nutrono e le piante native ristabiliscono l'equilibrio del nostro ecosistema.
- partecipando ad attività che hanno lo scopo di rinverdire la zona in cui abitiamo.
- partecipando al "Free Tree Scheme" (Programma Alberi Gratuiti) - che aiuta gli agricoltori a rimboschire il terreno avvalendosi della tecnica della propagginazione.

Più conosceremo il nostro ambiente più riusciremo a proteggerlo. Per ulteriori informazioni o per sapere quali sono le attività che proteggono il nostro ambiente unitevi a un gruppo per la salvaguardia dell'ambiente.

Rivolgersi a:
Maggie McLeod (Tree Project)
Tel: 650 9477 oppure
Dimitra Bouzalas (Diversity Coalition)
Tel. al 482 2344
per ulteriori informazioni.

A Victorian multicultural environment group pamphlet. 'The value of vegetation'. ▶
(*Source*: Diversity Coalition.)

BEST COPY AVAILABLE

SOURCE 6

The madding crowd

Those who argued that a scarcity of arable land and a paucity of water place growth limits on Australia have, in the past, found themselves run out of town. Australian Prime Minister, Billy Hughes, dreamt that after World War I the aim should be for a population of 200 million. In response, Sydney geographer Griffith Taylor drew contours demonstrating that only the facade of this seemingly vast continent was suitable for European settlement. Taylor spoke of an optimum human 'carrying capacity' for Australia of 30 million. Taylor's views became so unpopular that he lost his university tenure and was forced to move to the United States to find work.

Until recently popularists preferred the more palatable 'boosterist' pursuit of unlimited growth, while the pessimism of the 'limitationists' achieved credence only on the fringes. With the establishment of the Federal Government's Ecologically Sustainable Development Working Groups the debate about what might be a sustainable population limit has finally been brought into the mainstream. A population policy is seen by many as a prerequisite to developing a strategy on ecologically sustainable development.

In 1990, then Prime Minister Bob Hawke announced that the government would commission the National Population Council (NPC) 'to examine the major issues which flow from the increase in Australia's population as a result of net migration and natural increase'. In this first discussion paper examining the concept of 'Environment, Economy and Society', the NPC asserted: 'There are sound reasons to suggest that Australia would benefit from a population policy' and that in the long term 'population numbers play a large role in determining the overall scale of activities that impact on the natural environment'.

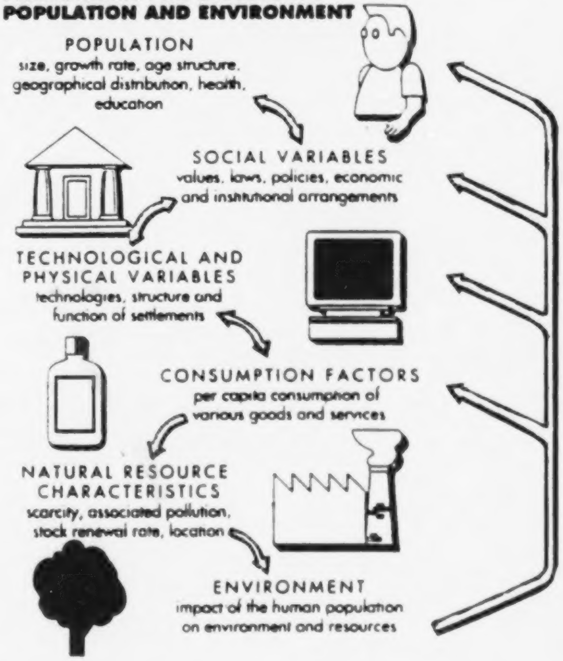
Taking into account current estimates of arable land, limitationists estimate that Australia's maximum agricultural yield can only feed about 50 million people. However, this assumes a reversal in land degradation and does not allow for the current agricultural practices which lead to salination, erosion and deforestation.

Other variables relevant to the Australian experience include per capita consumption levels of resources, how technologies are utilised, and the impact of prevailing education levels and cultural values. One could argue that Australian aspirations to owning a home and driving a car hold more implications for reaching sustainable development than halving the immigration intake.

Many regard the calls for lowering population levels as a distraction from the real issue of transforming the affluent-effluent consumer lifestyle of the developed nations into a less profligate rate of resource use.

Phillip Toyne of the Australian Conservation Foundation: 'It must be acknowledged that in the short run, over the next 20 years or so, environmental decline in Australia can only be addressed through changing our lifestyles, consumption patterns and improving our waste disposal and minimisation technologies'.

FRAMEWORK FOR DISCUSSING POPULATION AND ENVIRONMENT


POPULATION
size, growth rate, age structure, geographical distribution, health, education
SOCIAL VARIABLES
values, laws, policies, economic and institutional arrangements
TECHNOLOGICAL AND PHYSICAL VARIABLES
technologies, structure and function of settlements
CONSUMPTION FACTORS
per capita consumption of various goods and services
NATURAL RESOURCE CHARACTERISTICS
scarcity, associated pollution, stock renewal rate, location
ENVIRONMENT
impact of the human population on environment and resources

(*Source*: G. Wettenhall, 'The madding crowd', *21C*, no. 5, Autumn 1992, Australian Commission for the Future.)

SOURCE 7

A Extracts from the charter of Australians for an Ecologically Sustainable Population

Our long-term relationship with this continent should be one of stewardship. This requires both population sizes and a range of lifestyles that can be sustained, through generations to come, by the renewable resources of the earth.

We must act immediately to control: (i) the loss or impoverishment of our soils; (ii) the destruction of flora and fauna; (iii) the pollution of our rivers and degradation of our groundwater reserves; (iv) the pollution and congestion of our cities; (v) the nation's contribution to the greenhouse effect and ozone hole; and (vi) the unsustainable exploitation of natural resources.

Such depletions of the nation's biological and resource capital cannot be reversed while our planning remains dominated by the twin goals of: (i) growth of per capita consumption and (ii) growth of population. We should revise all policies that commit us to living beyond the biological means our continent affords.

Growth and Sustainability

Any steady percentage growth of consumption, or population, or both, leads to recurrent doublings of these factors. Any such steady percentage growth of consumption, or population, or both, will in time become unsustainable on a planet of finite size.

If Australia's population continues to grow at its recent rate it will double in about under 50 years. Sydney, Melbourne and other cities could grow to four times their present size within the lifetime of children born today. This must not be allowed to happen.

The impact on a country's resources and environment is most clearly explained by the Ehrlich equation:
Environmental Impact = Population × Affluence × Technology
or
I = PAT, where P = Population size, A = Affluence, which is the average individual consumption, T = an index of the environmental demand a technology imposes to supply goods consumed. Communities need to limit the size of all three factors: it makes no sense to pretend that only one or two of them are important.

Today, even those planners sympathetic to the environment cannot avoid imposing further burdens on it in order to satisfy the needs of ever more people. We must work on all three fronts: (i) to stabilise or, better, reduce our population; (ii) to change our personal lifestyles to use less energy and finite resources; and (iii) to adopt less damaging industrial and farming practices.

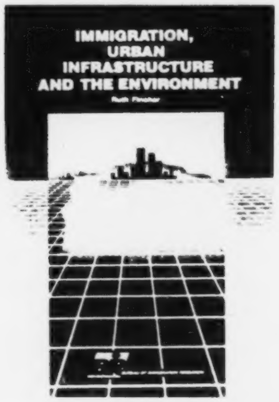
Industrialised populations such as Australia's are the equivalent of very much larger less-industrialised populations in their levels of fuel and resource use, pollution, greenhouse effect etc. An extra person in Australia uses about 100 times more energy than a person in Bangladesh, for example.

There is no evidence that immigrants make more demand per capita than the native-born upon land and resources. The issue is numbers, not ethnic origin or culture. Yet each extra person in our affluent society places additional demand on State and Federal Governments to increase the supply of electricity, oil and petrol, housing sites and services, building materials, roads, imports (and therefore exports) and jobs.

(*BIR Bulletin*, no 5, December 1991.)

B Immigration, urban infrastructure and the environment

At present there is insufficient evidence to know the impact of immigrants on urban environmental degradation *and* the degree to which this is offset by their economic, social and political contributions in cities…However, the settlement patterns still associated with immigrants (that they settle largely in inner city areas where gardens are smaller) suggests their demand for water may be lower than the average for metropolitan areas.



Furthermore, air pollution in large urban areas is due primarily to industrial wastes and automobile use by the population as a whole. At this stage, then, it seems most reasonable to suggest that urban environmental degradation is the product of the production and consumption practices of urban dwellers as a whole and of firms located in cities. Immigrants are not more profligate than the Australian-born. And it is most important to understand that whatever cost their numbers may impose on our urban environments *may* be offset by the benefits they bring—*if* the political will to achieve this outcome is present. It is possible that having more people may result in better urban environments because of the increased capacity of larger urban populations to pay the fixed costs of pollution abatement technologies…

It does not seem sensible to suggest that immigration, even domestic population growth as a whole, is the root cause of a decline in agricultural sustainability in Australia. Post-World War II immigrants have not themselves (largely) been farmers. Environmental damage to rural areas is quite clearly the product of many years of farming practices; these practices have always been made in response to the export markets that have driven Australian agriculture—from colonial times when produce was owned by the British, to the present day when it is increasingly concentrated in the hands of large agribusinesses. It is to these export demands that current exploitative agricultural practices are pitched, rather than to any growth in domestic demand that may be due to immigrants.

If environmental degradation is to be halted, we certainly need to focus on all its causes, rather than singling out one factor as the culprit.

(R Fincher, *Immigration, Urban Infrastructure and the Environment*, AGPS, 1991, pp 39-44.)

C Beyond the selfish approach

One fundamental error here is the assumption that the more people that there are in the nation, the more environmental degradation there will be. Now, obviously if the population of Australia was in excess of a huge figure such as 200 million people, there would be environmental problems. But, if we are talking about increasing the population at the steady and slow pace involved in the current immigration policy, there is no interrelation.

Indeed, Australian history has itself shown us the opposite. This can be seen if we consider a major environmental issue: the level of land degradation. The worst environmental damage that was done to this nation was prior to the Second World War when the population of this country was less than 5 million people and when economic policy consisted of encouraging people to lay claim to large tracts of land and to indiscriminately cutting down trees in order to graze. This abuse of grazing lands did not take into account consequences such as soil erosion and led to wholesale deforestation of the land.

This mass environmental destruction took place when the population of Australia was small and we are still paying the price for it.

On the other hand, even though we have had increased population in the last twenty years, we have had a remarkable increase in environmental consciousness and a number of significant achievements in the protection of the environment, including the declaration of large areas of Australia as protected parts and natural wilderness.

Hence, environmental protection is not a matter of how many people we have but rather a matter of what the consciousness is of those people in relation to conservation issues.

(A Theophanous, Beyond the selfish approach, Paper presented at the National Immigration Outlook Conference, Melbourne, 14-16 November 1990.)

D Australian Conservation Foundation population policy for Australia

A. Preamble

The Foundation notes:

1. That global population is in rapid increase as shown by the following table:

Date	*World population*	*Years needed*	*Time taken to double*
1800	1 billion	About 100,000	-
1930	2 billion	130	130
1960	3 billion	30	-
1974	4 billion	14	44
1987	5 billion	13	-
2013[a]	8 billion	26	39

[a] Estimated on present trends

2. That human numbers are creating many direct and damaging impacts on the environment in both developing and developed countries, through problems such as native vegetation loss, species extinction, desertification, pollution of air and water, and soil erosion and that, for any given level of consumption and waste production or any given type of technology, the more people there are, the greater is the impact on the environment.

3. That the people who live in the wealthy developed countries, like Australia, make up only a quarter of the world's population, yet they have the highest per capita resource use by consuming more than 80% of total non-renewable resources and they make the highest contribution to ozone depletion and global warming. Immigrants from the developing countries are strongly influenced to adopt this profligate and extravagant standard of living when they move to a developed country. However the global ecosystem can no longer withstand an increasing population, increasing resource use and increasing pollution rate all at the same time...

9. That due to immigration Australia has the second highest population growth rate of the OECD countries. Even with our domestic birthrate remaining at below replacement levels and with immigration equalling emigration, Australia's population will still increase to reach 19.3 million in about 2015.

10. That to maintain Australia's ecological viability our population must be kept to a sustainable level.

11. That Australia is one of the world's most urbanised nations. It is in the urban areas that air, noise and water pollution and problems of sewage, industrial effluents, excessive road transportation and industrial and domestic waste production are all heavily concentrated, to the extent of often overwhelming the ability of local air, land and water systems to absorb these impacts.

12. That in Australia a major impact of population growth on the environment is occurring in the cities, particularly Sydney. Our cities suffer from having one of the world's highest per capita uses of private motor vehicles and one of the lowest of public transport which not only contributes to global warming but to damaging deterioration of local air quality. To satisfy the water requirements of our cities, huge quantities have been taken from our rivers into dams and the reduced flow subjected to chemical and biological pollutants. Loss of natural habitat on the urban fringe, and loss of the built heritage are also linked to pressures deriving from urban expansion. As solutions are found, their benefits are being negated by further population increase.

13. That Australia has only a very limited capacity to alleviate the economic, social or political problems of more populous countries by increasing its immigration intake.

B. Therefore, THE OBJECTIVES OF THE POPULATION POLICY are:

1. To stabilise human population numbers and resource use in order to ensure the survival and wellbeing of our species into the long term future.

2. To meet Australia's environmental and social obligations of global citizenship.

3. To achieve with other people in the world an ecologically sustainable standard of living for Australia.

4. To protect ecological processes and systems and preserve biological diversity in order to maintain a sustainable life support system for all species.

(Australian Conservation Foundation, *Population Policy for Australia*, 1992.)

E

WE MUST BE AWARE OF THE IMPACT OF POPULATION GROWTH ON THE ENVIRONMENT
TANDBERG

(*Source*: *The Age*, 15 November 1991.)

F Tourism has big effect on environment: Study

Tourism was comparable to migration in its substantial, but not widely recognised, impact on Australia's environment, a report released yesterday said.

In 1991, 2.37 million international tourists visited Australia, the equivalent of a boost in population of about 177 000 people, said Stephen Dovers, the principal author of 'Population Growth and Australian Regional Environments'. Mr Dovers is from the Australian National University's Centre for Resource and Environmental Studies.

The Federal Government had predicted that the figure would at least double by the year 2000. 'Such growth is being actively promoted with little real debate—a clear national goal,' he said.

This growth might be in the nation's interests, but unlike migration, it was not part of the population debate. Mr Dovers said tourists flocked to Australia's environmental attractions and, in the process, consumed energy, food and water, and produced solid and sewage waste in patterns that were comparable in environmental impact to the permanent population.

While tourist dollars usually benefited the local community, it was debatable whether enough of that revenue was spent in managing the environmental attraction to minimise the impact of tourists.

Mr Dovers said he was not anti-tourism but argued that any national population policy must take account of the environmental impact of tourism.

(K. Ansell, *The Age*, 21 January 1993.)

G Social issues in town planning

Twenty years ago town planners were at the fore in campaigns for clean air and water and for a reduction in noise but there was little recognition of the system-wide effects of continued pollution. As a consequence, they followed policies which exacerbated the problems. Development policies which centralised growth, exacerbated drainage problems, facilitated and fostered motor car oriented commercial development, encouraged the use of the motor car for the journey to work to the detriment of public transport—all have led to cities which, in terms of their construction and operation, are energy expensive and which are the source of the greenhouse effect.

(P. N. Troy, *Social Issues in Town Planning—Some Notes*, The Environmental Planning and Management series, School of Town Planning publication, volume 90/2, University of New South Wales.)

H Migration statistics

Net migration gain

The net addition to the population by migration inflows and outflows is expressed in terms of net migration gain.

Net migration gain measures the difference between permanent and long-term (greater than or equal to 12 months) arrivals and permanent and long term departures from Australia, with a small adjustment for 'category jumping' (providing, for example, for people in Australia who change their residence status from short to long-term or permanent).

Net migration gain has decreased from a long-term high of 163 600 in 1988-89 to 109 160 in 1990-91. The decline is due to a number of factors including a drop in the number of permanent arrivals, an increase in departures and a decline in net long term movement.

Temporary residents program

Australia's temporary residents program facilitates the temporary entry into Australia of persons who will provide a broad range of social, intellectual, sporting and political benefits to the community, or persons who will fill specific skilled temporary labour shortages.

In particular, the program allows employers to overcome temporary skilled labour shortages with suitably qualified personnel from overseas, where such skills are not readily available in Australia. Regulatory requirements are aimed at ensuring that employment and training opportunities for permanent Australian residents are not adversely affected.

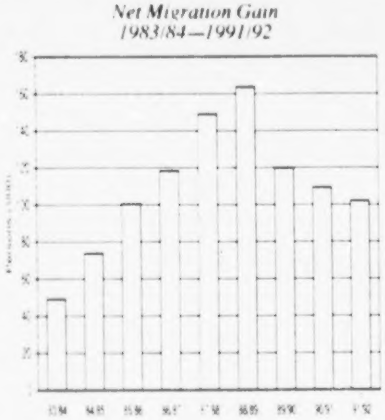
Visitors to Australia

Some 2 227 400 visitors arrived in Australia in 1990-91, representing a 3.7 per cent increase relative to the previous year.

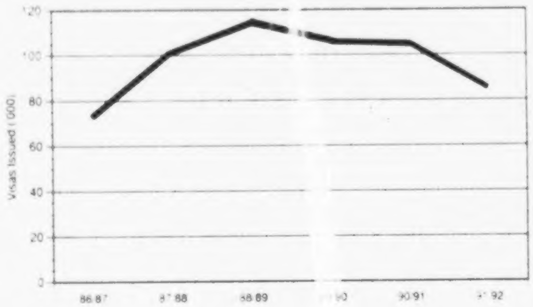
Annual visitor arrivals have increased dramatically in recent years. For example, between 1983-84 and 1990-91 visitor arrivals grew by 124 per cent. Visitor arrivals are expected to increase at an average annual rate of 7-8 per cent during the 1990s.

(DILGEA, *Population Flows: Immigration Aspects*, AGPS, 1993, pp 3, 20, 22.)

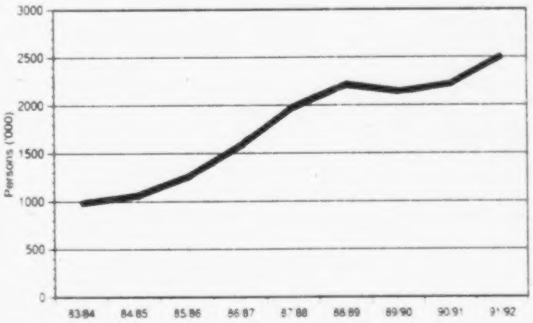
NET MIGRATION GAIN, 1983-84 TO 1990-91



TEMPORARY RESIDENTS, 1986-87 TO 1990-91



VISITOR ARRIVALS, 1983-84 TO 1990-91



- Why do you think most immigrants choose to live in cities?

Investigation 3: What impact do city populations have on the environment?

Like most Australians, the majority of immigrants choose to live in cities, thus increasing the size of city populations. In order to assess the main environmental impacts of immigration it is therefore necessary to determine first of all the impact city populations have on the environment. This investigation examines the impact of city populations on (a) urban environments, and (b) rural environments.

(a) ***What impact do city populations have on urban environments?***
Closely examine Source 3A.

- What do you think the author means by the term 'sustainable cities'?
- Which of the following statements best describes the theme of this passage?
  - immigration has nothing to do with the impact of cities on the environment
  - consumption levels and population growth are both important factors determining the impact a city has on the environment
  - an increase in consumption is necessary in order to protect the environment.

Discuss your answers in class.

Now look at documents 3B and C.

- From all of this evidence, list the environmental problems in Australia's major cities and the possible causes of these problems as identified in the sources. It may be helpful to summarise the information in a grid like the one below.

Source	*Environmental problems in urban areas*	*Causes*
	urban sprawl	• overuse of cars • poor public transport

- To what extent do you think immigration is responsible for these problems?
- What impact do you think a large increase in the population (brought about by immigration) would have on Australia's cities?
- How would changes in consumption affect this impact?

(b) ***What impact do city populations have on rural environments?***
Many farmers now recognise that inappropriate farming practices have contributed in the past to severe environmental problems and are changing their farming methods to improve the rural environment. City populations also have contributed to environmental problems in rural areas: population growth in the cities creates an increased demand for natural resources such as food, fuel, water and timber. An increase in the city population thus increases pressure on agricultural, mining and forestry industries to increase their production, sometimes at a cost to the environment. It should be pointed out, however, that most agricultural production and mining in Australia today caters for the export market rather than the domestic population.

Look at Source 3D.

- How do the ordinary activities of people living in cities affect the non-urban environment?
- Summarise the information in Source 3D in a grid like the one shown here. You may be able to think of other activities that have a direct or indirect impact on the non-urban environment to add to the list.

Activities	*Resources used*	*Impact on the environment*
e.g. house building	timber	felling of trees

Look at Source 3E.

- On a more global level, how do the urban population's energy-consuming practices contribute to the greenhouse effect?

Investigation 4: What impact do rural populations have on the environment?

This investigation explores the impact that rural populations have on the environment. Relatively few of our recent immigrants choose to settle in rural areas, so the direct impact of immigration on the rural environment is not great.

Look at Source 4. Land degradation is perhaps the biggest environmental problem in rural Australia.

- What practices in rural Australia have contributed to Australia's land degradation problems?
- How does the problem of salinity arise?
- How does clearing land of native trees and vegetation affect the land?
- Do you think immigration contributes directly to land degradation?
- In what ways might existing support groups be able to help immigrant farmers?

Investigation 5: How can demands on the environment be addressed in linguistically diverse communities?

Efforts have been made to provide environmental information in languages other than English. Look at the documents in Source 5.

- Describe what measures are being taken to get the conservation message across to non-English-speaking background groups.
- What role did Dr Cengiz Erol play in the salinity education program? Why do you think he was chosen for the job?
- What conservation tips do you think the pamphlets (Sources 5C and D) might be recommending to their readers? Can anyone in the class translate these pamphlets?

Investigation 6: Does Australia have a 'carrying capacity'?

Look at Source 6. Describe in your own words what you think is meant by the term 'carrying capacity'.

- What are the main factors that limit the number of people Australia can support? Explain.
- Apart from controlling the population by reducing immigration, what measures might be taken to protect the environment?

Investigation 7: Is it necessary to reduce immigration to protect the environment?

The documents in Source 7 present different viewpoints and arguments concerning the environmental impact of immigration. Compare and contrast these documents by asking the following questions about each of them:

- What environmental problems are identified?
- What are the causes identified for these environmental problems?
- Is population growth presented as a cause of these environmental problems?
- Is immigration presented as a cause of these environmental problems?
- What other factors are identified as causes of environmental problems?
- What measures are suggested in the extracts as a means of halting environmental damage?
- What problems or difficulties exist in trying to make sure that immigration does not lead to environmental damage?

What do you think?

- Do you think a reduction in immigration is necessary in order to protect the environment?
- Do you think environmental damage would continue if immigration were stopped altogether?

Debate

A carefully supervised class debate could be a useful way of summarising the information and viewpoints presented in this file. Organise a debate on the following topic: 'Australia needs to cut immigration in order to protect its environment'.

EVIDENCE FILE H

The Politics of Immigration

The Australian Parliament, Canberra.
(*Source:* Garry Hanson, AUSPIC.)

Investigation H

How is immigration policy formed and implemented in Australia?

This evidence file examines the manner in which immigration policy and laws are developed and implemented in Australia. Policy provides government with guidelines for action. Immigration policy is determined by the Government of the day, but it is also influenced or guided by many other factors. These include international commitments, interest/pressure groups, public opinion and the media. Students will be encouraged to explore such questions as:

- **What are the guiding principles of Australia's immigration policy?**
- **What have the reviews of immigration recommended?**
- **How is immigration law and policy made?**
- **What does the Department of Immigration do?**
- **What interest/pressure groups are active in the immigration debate?**
- **What role does public opinion play in shaping immigration policy?**

Suggested Strategies

Introductory activity

Imagine that you are the Government's Minister for Immigration, responsible for deciding what guiding principles will shape immigration to Australia. Your government is committed to having an immigration policy which does not discriminate on the grounds of race, colour, national or ethnic origin, sex or religion. Make a short list of principles which you think Australia should adopt in selecting immigrants. In formulating these guiding principles consider the following questions. Should Australia accept immigrants on the basis of wealth, skills or need? Should Australia be allowed to refuse entry to certain types of people?

Investigation 1: What are the guiding principles of Australia's immigration policy?

The Government is responsible for making public policy in Australia. One of the areas of public policy determined by the Government is immigration. The Government makes immigration policy in order to regulate the entry of immigrants into the country. In developing this policy, the Government must take into account both domestic considerations (to do with the the home country, i.e. Australia) and international considerations. The Government is guided by a set of principles and obligations. Read through the evidence in Source 1. Discuss each of these principles in class.

- How does the set of official immigration principles adopted by Australia compare with the list you made up in the Introductory activity?
- Why do you think the Government has adopted each of these immigration principles?
- Do you think the set of principles that guide Australia's immigration policy are fair or unfair?
- Are there any of these principles that you think should be deleted or amended?
- Would you add any principles to this set of official immigration principles?
- In what ways does Australia's ratification of UN conventions and protocols shape Australian immigration policy? See Source 1B.
- Which of the objectives listed in Source 1C do you think should be given the most weight in determining Australia's immigration policy? Who do you think would disagree with your viewpoint? Why?

Investigation 2: What have the reviews of immigration recommended?

From time to time the Government commissions inquiries or reviews to assess how effectively its immigration objectives are being achieved through various policies and programs. The people commissioned to undertake these inquiries examine the issues and then write a report for the Government, making suggestions about what policies should be pursued. The Government often takes this advice, but it need not. Immigration policy has been strongly influenced by these reports. There have been several important reviews of immigration in the last twenty years or so. The main purposes (terms of reference) of these reviews and their major recommendations are outlined in Source 2. Summarise the information presented in Source 2 in a grid like the one below.

Report's name	*Date released*	*Main purpose*	*Main recommendations*

SOURCE 1

A Immigration principles

Since 1978, immigration policy has been guided by a set of principles, endorsed by successive governments, to reflect community attitudes and encourage bipartisan support.

(i) The Australian Government alone will determine who will be admitted to Australia consistent with laws enacted by the Federal Parliament to regulate immigration.

(ii) Only an Australian citizen or holder of a valid resident visa has a right to enter Australia.

(iii) Immigration policies will be determined by Australia's national interests as defined by major government policies and strategies for Australia's social, economic and cultural development. Policies will seek a harmony of outcomes between economic and social interests.

(iv) Immigration will respond to the needs of individuals by upholding close family reunion and humanitarian assistance.

(v) In selecting between one individual and another, immigration policy will be non-discriminatory on grounds of race, colour, descent, national or ethnic origin, sex and religion.

(vi) Applicants may be considered for immigration as family units but will not be considered as community groups.

(vii) Immigrants will be required to respect the institutions and principles which are basic to Australian society, including parliamentary democracy, the rule of law and equality before the law, freedom of the individual, freedom of speech, freedom of the press, freedom of religion, equality of women, universal education. Reciprocally, Australia will be committed to facilitating the equal participation of immigrants in society.

(viii) Citizenship will be given due recognition as a symbol of commitment to Australia and its future, and be associated with a requirement to respect Australia's institutions and principles.

(ix) Australia will encourage the entry of visitors for the purpose of fostering trade and commerce, tourism, cultural and scientific activities and international understanding.

(x) Immigration policies will be determined and implemented in such a way as to maintain and protect the health, safety and good order of Australian society.

(CAAIP *Immigration: A Commitment to Australia*, AGPS, 1988, pp. 21–2.)

B Australia's international obligations

Through its ratification of United Nations conventions and protocols, Australia has accepted certain rights and obligations, for example:

- the right of any person to freely leave a country (under the Covenant on Civil and Political Rights); and
- the obligation under the Refugee Convention of 1951 and Protocol of 1967 to the principle of *non-refoulment* of refugees (that is, the obligation not to send refugees back to the country of origin where they may face persecution or discrimination).

(CAAIP *Understanding Immigration*, AGPS, 1987, p. 27.)

C Government objectives

The Government decides on the balance of objectives to be reflected in the size and composition of the annual immigration program.

There are three principal objectives:

- *Social*—particularly to reflect an on-going commitment to the achievement of family reunion;
- *Economic*—to contribute to national economic development for example, by responding to labour market needs and providing entrepreneurial skills;
- *Humanitarian*—to meet Australia's international obligations towards refugees and to respond to humanitarian and special needs, particularly of those individuals or groups with close links to Australia.

Australia's capacity to accept immigrants is always limited. The Federal Government reaches a view on the overall level of immigration and on the mix of objectives to achieve it. It then uses a consultative process to gather wide-ranging views on the proposed program. Such diverse groups as the labour movement, humanitarian bodies, ethnic community organisations, State and local Government, employers, government advisory bodies and academic researchers are consulted.

Governments, of course, seek to balance conflicting community views on immigration priorities. They recognise that a narrow emphasis on one objective to the exclusion of others might be to the country's detriment and might erode the broad community support for immigration which currently exists.

The aim is to decide on an immigration program the size and composition of which are responsive to all the identified needs of Australia's society and economy—needs which compete and often conflict.

(CAAIP, *Understanding Immigration*, AGPS, 1987, pp. 28-9, updated with advice from DILGEA, 1992.)

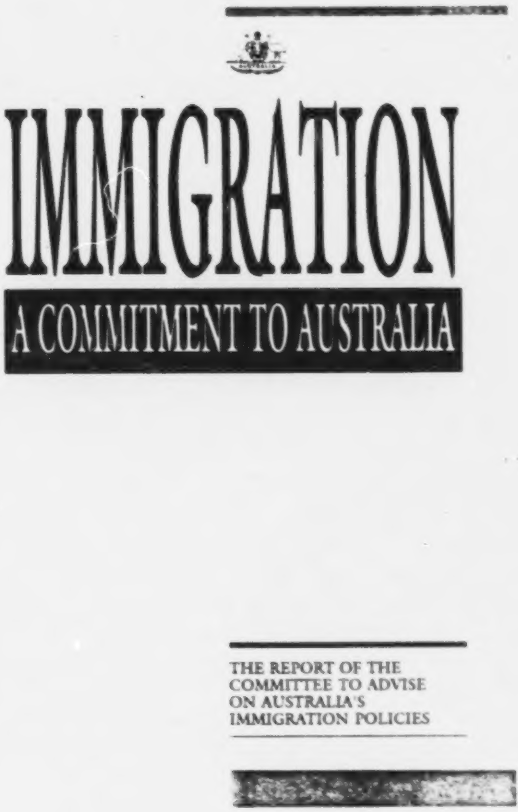
SOURCE 2

A The FitzGerald Report, 1989

The so-called FitzGerald Report was the result of the Federal Government's election commitment in 1987 to a broad-ranging look at its immigration policies. A committee, chaired by Dr Stephen FitzGerald, was set up to look at the broad relationship between immigration and the social, cultural and economic development of Australia.

The main recommendations

- An 'order of merit' approach which takes the top scorers from around the world
- Preference given to applicants with labour and business skills
- Preference given to applicants able to speak more than one language, or able to speak a language of 'national importance', that is a language of one of Australia's major trading partners
- Family reunion remains grounds for acceptance of immigrants
- A gradual disengagement from resettlement of Indochinese refugees
- Refugee and humanitarian intake set at 10 per cent of total intake
- Immigration policy to remain non-discriminatory on grounds of national or ethnic origin, race, sex or religion.

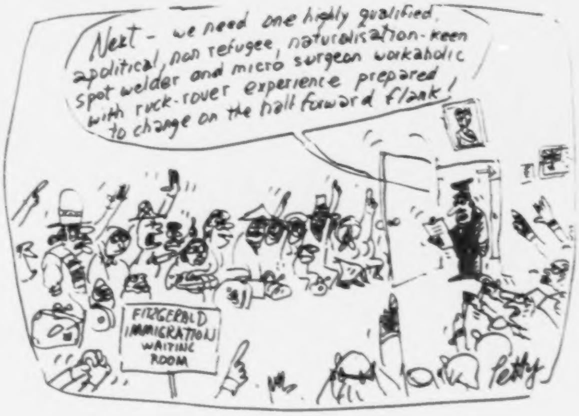


IMMIGRATION

A COMMITMENT TO AUSTRALIA

THE REPORT OF THE
COMMITTEE TO ADVISE
ON AUSTRALIA'S
IMMIGRATION POLICIES

B


Next – we need one highly qualified, apolitical, non refugee, naturalisation-keen spot welder and micro surgeon workaholic with ruck-rover experience prepared to change on the half forward flank!
FITZGERALD IMMIGRATION WAITING ROOM
Petty

(Source: *The Age*, 4 June 1988.)

C Reviews of immigration

In view of the national significance of immigration, successive federal governments have commissioned a number of enquiries and studies to assess the impact of immigration programs.

Several major studies for example have examined the role of immigration in population policies. The National Population Inquiry, commissioned in 1970 to inquire into the size, composition and distribution of Australia's population up to the year 2000, was undertaken by Professor Borrie of the Australian National University. The Inquiry's examination of trends in Australia's population growth (published in two major reports and additional research reports) emphasised the need for a planned population policy.

A Green Paper on Immigration Policies and Australia's Population undertaken by the newly formed Australian Population and Immigration Council, was tabled in Parliament on 17 March 1977. The Paper considered options available to Australia in determining future population policies and desirable population and immigration policies. Following Government consideration of public response to the Green Paper, nine fundamental principles were approved as the basis of Australia's immigration policy.

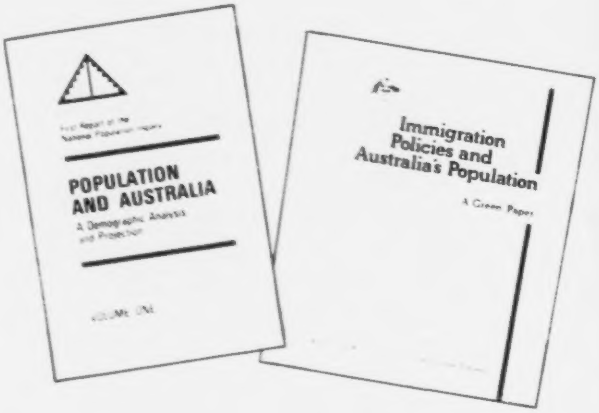
There have been a number of major reviews of the post-arrival consequences of immigration, both the experiences of immigrants and the role of government in assisting their settlement.

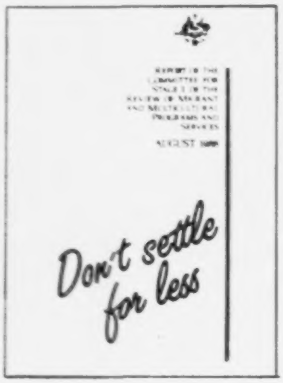
The 1978 Galbally Review of Post-arrival Programs and Services for Migrants was set up to examine and report on the effectiveness of the Commonwealth's programs and services for immigrants. Its report, which was accepted in full by the Government of the day, recommended guiding principles for the delivery of services to immigrants and an allocation of $A50 million for additional post-arrival services over three years, including further development of English as a Second Language teaching for immigrant children and the Adult Migrant Education Program, the expansion and development of the Grant-in-Aid scheme and the establishment of the Australian Institute of Multicultural Affairs.

In 1986, a Review of Migrant and Multicultural Programs and Services was established to advise on the Commonwealth Government's role in assisting overseas-born residents to achieve their equitable participation in Australian society. Its report (the Jupp Report), entitled 'Don't Settle for Less', recommended that the Commonwealth Government adopt principles that would ensure equitable treatment for all members of the Australian community, including the overseas-born. It further recommended that, in applying those principles to the overseas-born and their families in Australia, the Government pursue a strategy made up of four elements:

1. measures to equip people born overseas and their families with the **basic resources** which they require to function effectively and on an equitable basis in Australia;
2. measures to achieve **institutional change**, so as to ensure that the organisations which make decisions about programs and services, and which implement them, do so in an equitable manner;
3. measures to promote good **community relations**, that is, social attitudes and behaviour which respect the rights of all;
4. measures to support the opportunity for people to maintain, enjoy and develop their **cultural heritage and identity**.

(CAAIP *Understanding Immigration*, AGPS 1987, p. 29)


First Report of the National Population Inquiry
POPULATION AND AUSTRALIA
A Demographic Analysis and Projection
VOLUME ONE
Immigration Policies and Australia's Population
A Green Paper


REPORT OF THE COMMITTEE FOR STAGE 1 OF THE REVIEW OF MIGRANT AND MULTICULTURAL PROGRAMS AND SERVICES
AUGUST 1986
Don't settle for less

SOURCE 3

A The powers of the Parliament

An Act to constitute the Commonwealth of Australia
[*9th July*, 1900.]

WHEREAS the people of New South Wales, Victoria, South Australia, Queensland and Tasmania, humbly relying on the blessing of Almighty God, have agreed to unite in one indissoluble Federal Commonwealth under the Crown of the United Kingdom of Great Britain and Ireland, and under the Constitution hereby established: And whereas it is expedient to provide for the admission into the Commonwealth of other Australasian Colonies and possessions of the Queen: Be it therefore enacted by the Queen's Most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:—

The Constitution
PART V.—POWERS OF THE PARLIAMENT.

51. The Parliament shall, subject to this Constitution, have power to make laws for the peace, order, and good government of the Commonwealth with respect to:

(xxvii) Immigration and emigration…

B Immigration law and policy

Immigration law and policy

All governments control who is allowed to enter and/or live in their country and who isn't. Immigration law and policy provided the rules for that control.

Australian immigration law contains strict rules about who can live in Australia and who can come here for a temporary stay. Nearly all non-citizens must have a visa to come to Australia. Even permanent residents of Australia must have a visa to re-enter the country if they have been overseas. The only exception to this rule is New Zealand citizens, who don't usually need a visa to come to Australia to visit or live.

The Migration Act (1958)

The *Migration Act* is the most important piece of legislation (law) relating to immigration. The Act contains the broader powers under migration law, but doesn't always give precise details about migration rules. In areas where the Government may want to change the rules often or quickly, the Act may just state that these rules can be covered in the Migration Regulations.

Migration Regulations

The Regulations contain most of the specific rules for immigration, such as exactly who can be granted visas and entry permits. Sometimes we have to look in a number of different places to find all the rules covering a particular visa or entry permit.

Immigration policy

While most of the rules for immigration are contained in the Act and Regulations, there are a few areas where the law allows the Immigration Department or the Minister for Immigration to use their discretion and some areas where the exact meaning of the law is unclear, or open to debate. Furthermore, neither the Act nor the Regulations tell us the procedures which should be followed in assessing immigration applications and internal appeals. How these discretions and imprecise rules are interpreted or applied is a matter of policy, which doesn't have the same weight as a law.

The Commonwealth Government makes immigration law

In Australia, law and policy covering immigration are made by the Federal (Commonwealth) Government. The Prime Minister names a Member of Parliament to be Minister for Immigration. This person is largely responsible for developing new laws and policies on immigration and for ensuring that the Immigration Department is properly run.

However, the Minister can't decide alone what immigration law and policy will be. Proposals for new laws and/or important changes in policy are usually approved by Cabinet (all the senior Ministers in the Government) before they can be introduced into Parliament or implemented. Changes in the law must be approved by Parliament. This approval is obtained in different ways depending on the kind of legislation involved.

The *Migration Act* is legislation passed by the Australian Parliament and can only be amended if a majority of the Members of Federal Parliament agree to the proposed changes. To change an Act of Parliament someone (usually the Government of the day) must introduce a Bill into Parliament. The Bill is discussed and debated by both Houses of Parliament (the House of Representatives and the Senate). This is done publicly, which also gives interested community groups and other organisations an opportunity to put their views to Members of Parliament. The Bill is voted on by both Houses of Parliament and, if it is passed, eventually becomes law.

Regulations are 'secondary' or 'delegated' legislation. They are written by the Immigration Department and the Minister for Immigration. They don't have to be voted on by Parliament before they become law. Instead they become law as soon as they are signed by the Governor General and published in the Government *Gazette*. They are then tabled in Parliament which may 'disallow' (reject) them if a majority of members disagree with the rules they contain. If proposed changes to Regulations are very important or controversial, the Minister for Immigration will probably discuss them with other members of the Government, particularly those who are in the Cabinet. Sometimes they may even be discussed with members of the opposition to ensure general agreement before they become law. However, this isn't necessary and Regulations can be made or changed quickly and without parliamentary or public debate.

The Minister for Immigration

The Minister for Immigration is the member of Federal Parliament responsible for the administration of immigration law and the Immigration Department.

The Minister for Immigration is the person to lobby for changes to immigration law or policy.

(*Immigration Kit*, 3rd edn, Immigration Advice and Rights Centre, Sydney, 1991, ss. 2.1-3, 2.5, 2.9-10, 2.12, 2.14-17.)

SOURCE 4

A The Immigration Department administers migration law

The Immigration Department [Department of Immigration and Ethnic Affairs] is a large Commonwealth Government department with offices around Australia and in Australian Embassies, High Commissions and Consulates overseas. In 1990-91 the Immigration Department had a staff of 3269 and a budget of 320 788 million dollars.

The Immigration Department is responsible for implementing and administering immigration laws and policy. Generally, the Immigration Department doesn't make immigration law and policy. However, sometimes the Minister delegates the power to make certain kinds of rules and regulations to officers of the Department. In addition, the Immigration Department provides advice and background information to the Minister for Immigration and plays an influential role in making new immigration laws or policies.

Immigration Department responsibilities

The Immigration Department is responsible for administering:

- The migration program.
- The refugee and humanitarian program.
- Temporary entry of visitors, workers, students and other temporary residents.
- Grant of citizenship.
- Ethnic affairs and settlement services such as Migrant Resource Centres, the Adult Migrant Education Program and the Bilingual Information Officers Scheme.

Decision making by the Department of Immigration

Departmental officers are responsible for making general decisions regarding the administration of migration law. They are also responsible for making decisions regarding individual applications and appeals. They must do this in accordance with migration law, other relevant legislation and established principles of migration law.

(*Immigration Kit*, 3rd edn, Immigration Advice and Rights Centre, Sydney, 1991, s. 2.24.)

B Immigration Department structure

The Immigration Department is made up of many different offices in Australia and overseas.

Central office

The Central (Head) Office of the Immigration Department is in Canberra. Head office is responsible for:

- the development of policy and procedures;
- overall management of the migration program and all departmental offices.

The Secretary of the Immigration Department

The Secretary of the Department is the head bureaucrat with overall responsibility for administration of the Department. The Secretary is appointed by the Minister for Immigration.

State and regional offices

There are 22 State and regional offices of the Immigration Department around Australia. Not all offices have the same structure or operate in the same way. For example, in NSW all regional offices have a compliance section, while in Victoria all compliance work is done in one central office. However, regional offices usually:

- give general information and advice on any immigration matter;
- assess applications for permanent residence;
- assess applications for extensions to visitors, temporary residence and student entry permits;
- assess applications for citizenship;
- assess assurance of support applications;
- assess some employer nomination applications and sometimes advise overseas posts on family reunion sponsorship applications;
- conduct investigations regarding illegal immigrants or others who break immigration laws;
- accept and process applications for files or other documents under Freedom of Information;
- accept applications for Migration Internal Review Office appeals;

- accept applications for refugee status for forwarding to the Determination of Refugee Status (DORS) section.

The State Director

Each State has a State Director who has overall responsibility for management of Immigration Department offices in that State.

Counter staff

Counter staff handle general enquiries regarding any immigration matter. They can supply information leaflets and application forms and answer questions about Australia's immigration program. However, there are limits to the advice counter staff can give. They can't advise on the merits of complicated individual cases and may not be able to answer questions relating to complex areas of migration law. These questions should be directed to more senior staff or to Head Office.

Overseas posts

Immigration Department officers also work in many Australian Embassies, High Commissions and Consulates overseas. In 1990-91 around 130 Australian staff and 520 local people worked in overseas posts in 41 different countries around the world. Overseas posts are responsible for:

- answering inquiries on migrating to Australia or on entering Australia for a temporary stay;
- assessing of applications for permanent and temporary entry visas.

(*Immigration Kit*, 3rd edn, Immigration Advice and Rights Centre, Sydney, 1991, ss. 2.24-55.)

C Related institutions

Bureau of Immigration and Population Research (BIPR)

The BIPR is an independent research unit attached to the Department of Immigration and Ethnic Affairs. It has offices in Melbourne and Canberra. The BIPR:

- conducts and promotes independent research into immigration and population issues
- publishes the results of its research
- analyses and publishes a wide range of immigration and population statistics
- encourages discussion of immigration and population issues through public conferences, seminars and workshops; the most important event is the National Immigration Outlook Conference held every two years.

The Prime Minister, Paul Keating, addressing the Bureau of Immigration Research's Second National Immigration Outlook Conference in Sydney, 13 November 1992.

D Functional description of the Department of Immigration and Ethnic Affairs

Migration Division

Migration Planning Branch

Sets and monitors the migration program and advises on broad strategic issues; liaises with Bureau of Immigration and Population Research; evaluates and monitors the effectiveness of programs and research.

Migrant Entry and Citizenship Branch

Develops and implements policies related to family migration, skilled migration and the Business Migration Program; also policies and procedures relating to Citizenship.

Residence and Review Branch

Develops and implements policies and procedures for the grant of permanent resident status on family or skill grounds to applicants who are temporary residents or illegal entrants; develops and implements policies and procedures for merits review by the Migration Internal Review Office (MIRO) and Immigration Review Tribunal (IRT) of certain prescribed decisions taken by primary decision makers.

Legal Branch

Provides services covering legislation, legal policy, legal opinions, litigation, instructions and advisings.

Regulations Secretariat

Oversees the revision of regulations from a legal, policy and procedural point of view; liaises as required with the Attorney General's Department.

Refugees and International Division

Refugees, Asylum and International Branch

Responsible for policy, law and procedures for the humanitarian stream of the migration program; advises on international migration developments and Australia's position on mass movements.

Determination of Refugee Status Operations Branch

Assesses and determines asylum claims for refugee status in Australia.

Determination of Refugee Status Policy and Review Branch

Provides policy advice on asylum issues and procedures; develops documentation for claims assessment; manages systems support; services the asylum review procedure.

Settlement and Ethnic Affairs Division

Settlement Branch

Plans and coordinates settlement services nationally and develops related policy; administers the Adult Migrant Education Program; coordinates interpreting and translating services and grants to community organisations.

Ethnic Affairs Branch

Advises on all ethnic affairs issues including ethnic community concerns and access and equity provisions for migrants; also monitors the implementation of Status of Women policy in the Department's programs.

Temporary Entry, Compliance and Systems Division

Visitor and Temporary Entry Branch

Responsible for policy and procedures concerned with students, entry systems, tourism support, visitors and temporary entrants, and entry control.

Compliance Branch

Effects the removal from Australia of persons who have no legal right to remain in Australia, and protects the integrity of entry programs.

Systems Branch

Responsible for the planning, design, development and ongoing support of the Department's computer applications in the central, state, regional and overseas offices.

Technical Services Branch

Responsible for all technical and operational aspects of the Department's centralised mainframe computer environment.

Office of Local Government

Government Relations Branch

Aims to improve the responsiveness of government policies to varying local needs and conditions.

Local Development Branch

Raises the capability of local governments and their communities to facilitate positive local adjustment to change.

Corporate Operations Division

Resource Management Branch

Manages the portfolio budget; develops and maintains management information systems; provides internal audit of departmental programs, systems and activities.

Personnel Branch

Oversees personnel practices, personnel management, industrial relations, national job training and management training.

Executive Support Branch

Provides services to the Secretary and Deputy Secretary in corporate planning, strategic issues and ministerial liaison; provides a focus for responses to parliamentary requirements, public and media information, and FOI, Ombudsman, privacy and other public access matters; provides policy and support activities associated with publications and forms production; responsible for certain special projects including preparation of the annual report.

Overseas Operations Branch

Manages the visa-issuing function carried out through the network of overseas posts; oversees effectiveness of posts in carrying out departmental functions; monitors the activities of individual posts and adjusts tasks and resources as policies and circumstances change.

Bureau of Immigration and Population Research

An independent portfolio body which researches, evaluates and distributes information on immigration and population trends and their economic, social and environmental impact.

Albury-Wodonga Development Corporation

Develops and markets its landholdings and, in partnership with local government and the community, contributes to the promotion and planning of the area.

National Accreditation Authority for Interpreters and Translators

Establishes and maintains professional standards for interpreters and translators.

Immigration Review Tribunal

Provides the final tier of merit review of certain decisions under the *Migration Act*.

(Source: DILGEA, *Review '91: Annual Report 1990-91*, AGPS, 1991, p. 5.)
Note: These titles and descriptions can change with little notice. You are advised to check with your nearest DIEA office for advice on any changes.

SOURCE 5

A Business rejects radical cuts to immigration

The Business Council today rejected calls for radical surgery on Australia's immigration program.

'Australia's immigration program needs to be tailored over time to suit the long term needs of this country, rather than being used as a short term, counter cyclical, economic policy instrument' Mr Paul Barratt, Executive Director of the Business Council, said today.

'The immigration policy must be bipartisan and stable over time, recognising the essential contribution of migrants to all aspects of Australian life. The existing research suggests that though immigration may generate short term costs, these are far outweighed by the long term benefits.'

The Council recognises the need for the availability of employment opportunities to be taken into account in any program, but does not agree that a more stringent approach to English skills would necessarily be of benefit. Such an approach does not recognise the contribution of many prominent Australians who arrived without particular skills in English. It would cut across both the skills based and family reunion aspects of the programs. It also ignores the fact that Australia's economic future is inextricably linked to the Asia-Pacific region. A more important issue, therefore, is to ensure that there are adequate opportunities and incentives for people to upgrade their English skills in the period immediately after arrival.

Language skills are not of direct economic relevance in regard to the family reunion aspect of the program, which the Business Council continues to support.

The debate in Australia is closely monitored by the rest of the world, particularly by potential emigrants in source countries. It should be recognised that we are in direct competition for skilled migrants with Canada and the United States.

The Business Council also rejects as simplistic the argument which has been promoted recently by some environmental groups that environmental impact can be directly related to population growth. Such an approach ignores the importance of consumption patterns and the direct correlation between poverty and environmental impact. 'We need an affluent and growing economy to be able to afford high standards of environmental protection,' Mr Barratt said.

By focusing on a short term approach to immigration we run the risk of damaging both our international reputation and our international competitiveness.

(Business Council of Australia, Press Release, 31 March 1992.)

B Cut immigration: ACTU

The ACTU has entered the immigration debate with a submission to the Federal Government calling for an overall 10 per cent reduction in the number of migrants entering Australia, particularly in the family reunion category.

'Without proper skills and basic English they are only coming here to be thrown on the unemployment scrap heap' the ACTU secretary, Martin Ferguson, said yesterday.

Mr Ferguson launched the ACTU submission at a special media conference yesterday in Wollongong. The submission calls for a migration figure of around 100 000 for 1992–93—an overall reduction of 11 000 on the 111 000 migrants the Government planned in its 1991–92 intake.

'The union movement wants greater emphasis placed on selecting migrants on the basis of the skills they offer to Australia, and their English-language competence', Mr Ferguson said.

The recruitment of skilled immigrants should be seen as complementing the labour market and not displacing or reducing training commitments to Australian-based workers.

The ACTU's call for stricter control on non-dependent family members of migrants already living in Australia closely resembles the Coalition's policy.

(*Canberra Times*, 30 March 1992.)

The trade union movement's response to immigration has been mixed. The union movement has traditionally expressed concern that increased numbers of immigrants might contribute to unemployment and discourage employers from training the local work force. On the other hand, unions have shown concern for the welfare of immigrant workers after their arrival in Australia. Unions have, for example, supported the rights of immigrant workers to receive award rates, to attend on-the-job English classes without loss of pay, to have access to interpreters and to receive safety instruction in appropriate languages.

C Housing Industry Association slams migration cuts

The HIA is bitterly disappointed about the savage cut to the immigration program.

Despite a wealth of evidence that migrants do not displace Australian workers, the Government has fallen for the three card trick of the migrant unemployment bogey. The argument overlooks the contribution to demand and therefore job creation of expenditure by migrants... If the impact of immigration in the shorter term is to add more to demand than it does to the supply of goods and services then cutting the intake during economic recessions must be viewed as the wrong policy prescription.

In so far as the housing industry is concerned, a 30 000 reduction in the number of migrants will cut housing starts by around 10 000 dwellings. On the basis of HIA estimates, the annual production requirement for new homes will fall to 130 000 units a year, well below industry capacity. Put another way, there will be no incentive for manufacturers of building materials to invest in new plant and equipment.

(Statement by Dr Ron Silberberg, National Executive Director, Housing Industry Association, 12 May 1992, limited media release.)

D Immigration should be doubled, says church report

The Roman Catholic Church yesterday called on the Federal Government to reverse its policy of cutting immigration and accept almost double the present 110 000 annual intake.

In a report by the Australian Catholic Social Justice Council, the church says the country would benefit greatly if immigration was increased to 200 000 a year.

The report says immigration does not add to unemployment, but benefits the labor force through increased employment skills, experience and expertise.

The council's chairman, Bishop William Brennan, said the church would take the 60 page report to the Government in an attempt to alter its immigration policy.

The report says the three categories of acceptance used by the Government — economic self-interest, social values and humanitarian concerns — should be given equal weight. The church says the humanitarian aspect gets only one tenth.

The council was helped by Father Anthony Fisher in producing the report. Father Fisher, a Dominican friar with degrees in history, law and theology, said that even in cold, hard economic terms, immigration was good for the country.

'In humanitarian terms, in terms of concern for other people, it's good for them. In terms of family reunion, the people that are already here, it's good for them. And if we have a wider concern for our world and what is just, for 0.3 per cent of the world's population to claim a whole continent for itself is a kind of selfishness and injustice which can't be argued for ethically.'

(*The Age*, 17 September 1991.)

E A History of Australians for an Ecologically Sustainable Population (AESP),

by Mark O'Connor

Mark O'Connor is, after Judith Wright, Australia's best-known environmental poet. He has won numerous awards and published ten books of verse, the latest being Firestick Farming: Selected Poems 1972-1990 (Hale & Iremonger). *He is currently working, with a grant from the NSW National Parks Foundation, on a book of verse about the Snowy Mountains. He is vice president of AESP, and writes and speaks frequently on environmental issues in the media.*

In 1988, when Australians for an Ecologically Sustainable Population (AESP) was formed, immigration was 140 000 per annum and rising; natural increase was nearly as high; and our population was on course to keep doubling every 50 years or less.

Public debate was minimal. The Prime Minister spoke casually of an optimum future population of 25 million—then defended an immigration rate that ensured we would pass this figure, at a gallop, early next century. Yet in under four years AESP has helped push the issue of our optimum population size (and how to achieve it) on to the political stage.

When AESP began, there seemed to be a new McCarthyism emerging in Australia. The word 'racist' was being used as loosely as 'communist' had been in the fifties. The vested interests of the population-growth lobby were ignored by the media; yet anyone who argued against this lobby was liable to be accused of being part of (or a stooge for) some unspecified right wing conspiracy. Partly to counter this, in 1989 Anne Edgeworth and I organised a writers' support group (WESP). Nearly 100 Australian writers joined it, including such notable humanitarians as Dorothy Green, Judith Wright, and Manning Clark (who sent us a donation unasked).

Some months later, our patron Judith Wright phoned me with the suggestion that we produce a manifesto or policy document called *Future Directions for a Sustainable Australia*, setting out our views on economics, food supplies, foreign aid, sustainability, etc. This manifesto, after months of detailed work by myself, Hugh Oldham, Graham Caldersmith, Chris Watson and other AESP members is now finished.

We are still sometimes asked how we differ from the group Australians Against Further (Mass) Immigration. Obviously, we sympathise strongly with their concern about population size, but we do not focus so much on immigration. (Immigration since 1983 has fluctuated between 50 000 and 170 000 p.a.; yet natural increase (the surplus of births over deaths) has averaged around 120 000 p.a., making it at least as serious a problem.) A second difference is that AESP does not involve itself in cultural arguments on either side. In our view, the problem with high immigration is not that migrants are different from native-born Australians but that in their demands upon the environment and economy they are very much the same.

Another common question is 'But what can you or your members do? You can't stop people having babies'. A simple answer is that we *can* help change people's attitudes.

(*BIR Bulletin*, no. 5, December 1991, p. 18.)

There are several groups in Australia who oppose the immigration of certain people on racial grounds. These groups use graffiti, posters, pamphlets and other means to get their message across. As Lyndall Crisp points out in 'Harvest of Hate' (*The Bulletin*, 4 April 1988), 'Schisms occur commonly within these movements. Disenchanted members go off to start their own groups but often fail to attract more than a few sympathisers. Others exist by name and have post office boxes but not much else'. Some of the most vocal groups opposed to non-European immigration are the Australian League of Rights; National Action; and the National Front of Australia.

Although the National Inquiry into Racist Violence found that organised racist violence in Australia is not extensive, it did hear evidence that two groups opposed to the immigration of Asians and other non-European peoples, National Action and the Australian Nationalist Movement, either undertook or encouraged violence against persons on the basis of their ethnicity. (See *Racist Violence: Report of the National Inquiry into Racist Violence in Australia*, Human Rights and Equal Opportunity Commission, Canberra, AGPS, 1991.)

F Federation of Ethnic Communities' Councils of Australia Inc. (FECCA)

FECCA's policy on immigration

FECCA's policy on Immigration is on public record as follows:

- Australia alone as a sovereign nation has the right to determine who shall be permitted to reside in Australia.
- Australia's Immigration Policy should be based on the principle of non-discrimination on the grounds of race, nationality, ethnic origin, religion, language, gender, disability, chronological age and socioeconomic background.
- FECCA has always abstained from being drawn into a debate over optimum annual intake figures.
- Family Reunion and the Refugee and Special Humanitarian programs should be the cornerstone of an equitable and just Immigration policy.
- Legislation must effectively provide for Human Rights in the field of Immigration.
- The Family Reunion Program has a special significance for ethnic communities, and requires close monitoring as the programs are now being classified into Family; Skill; Humanitarian and Special Eligibility Migration.
- FECCA is strongly committed to the concept that Family Reunion provides the most effective and lasting settlement policy because it offers the immigrant an unequalled on-arrival support network, an essential step towards integration into a pluralistic, multicultural Australian society.
- FECCA is on record as upholding the principle that 'settlement' must be viewed as a life-long process in the life of the immigrant and that the outcome of a sound immigration program ultimately must be both quantitative and qualitative: the number of those who stay, and those who successfully settle here.

(FECCA meeting with the Caucus Immigration, Local Government and Ethnic Affairs Committee, 1 April 1992, Canberra, media release.)

G The Returned & Services League (RSL) National Standing Policy

16.4 IMMIGRATION

(i) Australia's immigration policies should aim to maintain the planned development of the nation and the enhancement and cultural development of its people.

(ii) Within the limits of the planned development of Australia, immigration levels should be sustained and individual selection should be consistent with the social, cultural and industrial development needs of its people.

(iii) Selection and screening criteria should be aimed at ensuring the compatibility of each successful applicant with the established structure and ethos of the Australian system of government, law and social mores.

(iv) Whilst recognising the need for humanitarian and compassionate dealing with refugees and family reunion applicants, selection criteria must not be degraded to accommodate those who otherwise would be considered unsuitable applicants.

(v) The implementation of Australia's immigration policies must not be allowed to endanger Australia's predominant culture nor social cohesion. Such change as may occur over time, should be the result of consensual evolution and not the consequence of an immigration policy which challenges this culture.

(The Returned & Services League, Victorian Branch, Melbourne.)

SOURCE 6

A Reporting the arrival of 'boat people': three approaches

In April 1990, 118 Cambodians arrived in a boat off the coast of Broome in Western Australia. The story of their arrival was addressed by the media on Monday 2 April 1990.

1. At 8:39 a.m. on 2KY, Ron Casey (who had been inviting listeners to comment on immigration all morning) received a phone call from 'Helen':

I've been through the *Sydney Morning Herald* and there's not a word about these freeloaders from Kampuchea they've towed into Broome. Now what are they going to do with this crowd?

Casey responded:

These are the boat people…It's been played down by the newspapers…let me make it quite clear—the boat people, because they come from an underdeveloped country…they have just lobbed up on our door step. And now we have to face up to the problem of all the do gooders trying to stop their deportation…Now if we don't fly them back or tow them to Timor…and let the Indonesians cop them they'll keep coming. There are so many places where Asian people could go if they wanted to descend on a nation. Why don't the boat people head for Taiwan, why don't the boat people head for Indonesia? There's plenty of vacant space in Borneo, I can tell you that for sure. Where do you think they got that saying wild man from Borneo?

2. ABC TV News ran an 80-second story, introduced by Richard Morecroft, against a graphic showing a different, smaller boat full of people, with the caption 'boat people':

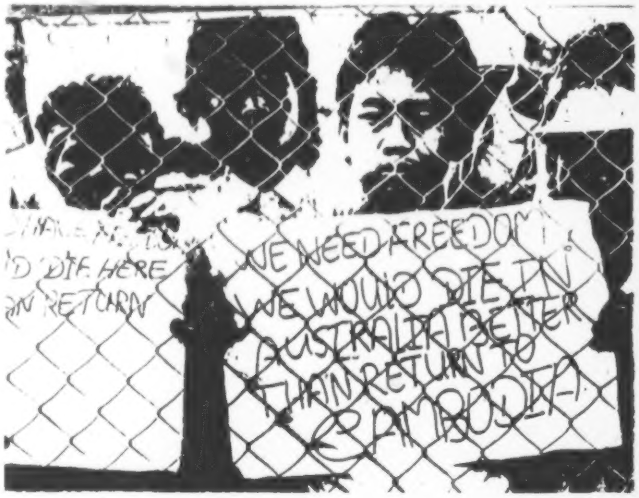
A boat load of more than 100 Cambodians has arrived in Broome after being intercepted by the navy off the north coast of WA. Claiming to be refugees, the group is one of the largest to come to Australia since the late '70s.

3. A report by Melanie Ambrose from Broome was presented in this way:

This 20 metre boat has been carrying 118 people with food and water for over 3 weeks. Those on board say they are Cambodian…back on dry land the toll of the journey to freedom became clear. Despite the travellers' exhaustion authorities began their interviews which are expected to last for many months because of a lack of identification …although officials haven't got to the bottom of the story yet the group has been classified as one of the biggest to enter Australian waters since the influx of Vietnamese refugees here in the '70s.

(Adapted from *Racism, Cultural Pluralism and the Media*, Office of Multicultural Affairs, Department of the Prime Minister and Cabinet, November 1990, pp. 34–6.)

B A media image of the boat people


'D DIE HERE
N RETURN
WE NEED FREEDOM!
WE WOULD DIE IN AUSTRALIA BETTER THAN RETURN TO CAMBODIA

Boat people detained at Port Hedland protest at the prospect of deportation.
(*Source: West Australian*, 15 April 1992.)

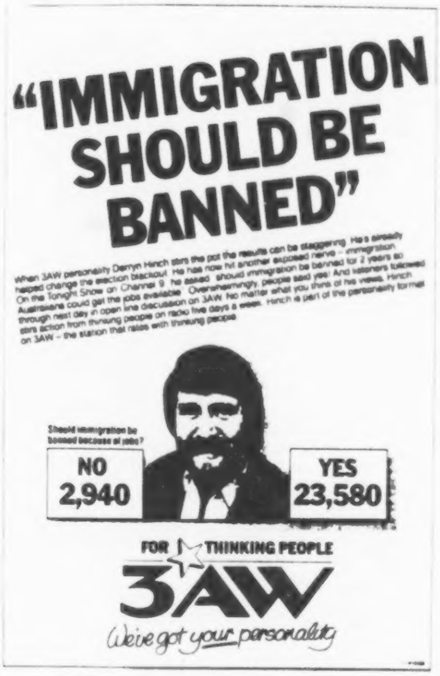
SOURCE 7

A Public opinion polls on immigration: 1950, 1970 and 1984

Year	*Subject*	*Response*	*%*	*Comment/source*
1950	level of immigration	too many	41	Morgan Gallup Poll
		about right	33	March 1951
		too few	22	Permanent arrivals 1950–51: 153 290
1970	immigration intake level	180 000 about right	45	(Told current level was 180 000)
		too many	38	Morgan Gallup Poll, August 1970
		too few	12	
1984	immigrant intake	too many	64	*Question asked was:* 'In 1984 about 90 000 migrants in total will be allowed to come and live in Australia, mostly relatives of previous migrants. Do you think this is: too many migrants? or too few migrants? or about the right number?' (Australian Public Opinion Polls (McNair), Melb. *Herald*, 19 May 1984.)
		about right	27	
		too few	4	

(*Source:* Ethnic Affairs Commission of NSW *Occasional Papers*, no. 4, August 1984, pp. 13, 17, 25.)

B Immigration should be banned



"IMMIGRATION SHOULD BE BANNED"

When 3AW personality Derryn Hinch stirs the pot the results can be staggering. He's already helped change the election blackout. He has now hit another exposed nerve – immigration. On the Tonight Show on Channel 9 he asked 'should immigration be banned for 2 years so Australians could get the jobs available'. Overwhelmingly, people said yes! And listeners followed through next day in open line discussion on 3AW. No matter what you think of his views, Hinch stirs action from thinking people on radio five days a week. Hinch is part of the personality format on 3AW – the station that rates with thinking people.

Should immigration be banned because of jobs?
NO 2,940
YES 23,580
FOR THINKING PEOPLE
3AW
We've got your personality

(*Source: The Age*, 20 March 1984.) ▶

Investigation 3: How is immigration law and policy made?

Look at the documents in Source 3 in order to determine whether the following statements are true or false.

• The Constitution states that the Federal Parliament has the power to make laws concerning immigration and emigration.	T / F
• The Immigration Minister alone decides what immigration law and policy will be.	T / F
• Changes to the *Migration Act* have to be approved by a majority of the Members of Parliament.	T / F
• Before becoming law, Migration Regulations have to be agreed to by a majority of the Members of Parliament.	T / F
• The *Migration Act* of 1958 contains all the rules about immigration.	T / F
• Immigration Department officers and the Minister of Immigration sometimes have to use their own judgment when interpreting immigration law.	T / F

Flow-chart exercise

Imagine that the Minister for Immigration wants to make a small amendment to the *Migration Act*. What would have to occur before the Minister's proposed amendment becomes law? List the different steps involved in a flow chart.

Investigation 4: What does the Immigration Department do?

The Immigration Department is the body responsible for implementing and administering immigration laws and policies. Read the documents in Source 4A and then answer the following multiple-choice questions about the Immigration Department.

1. The Immigration Department is a department of the:
(a) Federal Government
(b) State Government
(c) Local Government.

2. The Immigration Department:
(a) makes immigration law and policy
(b) helps the Minister for Immigration make policy by providing advice and information
(c) has little to do with the making of immigration policy.

3. Which of the following things don't State and regional offices of the Immigration Department do:
(a) make national policy on immigration
(b) supply clients with information leaflets and application forms
(c) locate people who are in Australia illegally
(d) answer queries about immigration matters.

4. The Immigration Department has offices in:
(a) Canberra
(b) the States
(c) overseas countries
(d) all of the above.

Organisational chart

Review Sources 3 and 4, then draw a chart to show the different levels of immigration policy-making and implementation, from the Minister for Immigration to the counter staff in a regional office of the Immigration Department.

DIEA and related institutions' activities

Look at Source 4B-D and try to work out which division and branch of the Immigration Department, or related institution, is most likely to be engaged in the following activities.

Activities	*DIEA division (and branch of that division), or related institution*
researching the social impact of immigration	
locating illegal immigrants and making sure they leave the country	
helping in the administration of the Adult Migrant Education Program	
issuing Australian visas in another country	
deciding whether an asylum-seeker should be given refugee status in Australia	

Investigation 5: What interest/pressure groups are active in the immigration debate?

> A pressure group (or interest group) is any organisation which tries to influence the making or administration of public policy, and which does not itself seek to be the Government. Because Australia is a democratic country, it is perfectly legitimate for any group to try to influence public policy, provided they remain within legal bounds.

There are a number of groups in Australia which try to influence immigration policy. The documents in Source 5 provide information about some of these groups. Summarise the information presented in these documents in a grid like the one shown here. The documents will not provide all the answers, so you may have to make an educated guess in some instances, or do further research (i.e. contact the group concerned and find out what their views on immigration policy are). You may know or discover other groups which attempt to influence immigration policy. If so, add them to your list.

Pressure group name	*General concerns of the group*	*Views on immigration policy*
e.g. Business Council of Australia	to increase profitability of Australian businesses	Immigration should continue because it has beneficial long-term effects on the economy

One way of extending this investigation of pressure groups would be to divide the class into groups, and give each group the responsibility for researching the views of a particular pressure group in the community. Their findings could be presented in a class forum. Alternatively, each group could write a media release, representing the views of the pressure group they have researched. It will be important to debrief after this activity, so that students do not simply adopt the views of the group they have researched but develop an understanding of the full range of views in the community, and form their own conclusions.

Investigation 6: What role does public opinion play in shaping immigration policy?

Governments in democratic countries usually take a keen interest in public opinion because, at elections, the voting public decides whether they remain in government or not.

The media

The media play an important role in shaping public opinion about immigration. Some sections of the media have presented biased or stereotyped pictures of immigrants, thus encouraging prejudice. Examine the documents in Source 6.

- What biases can you detect in these documents?
- How does Ron Casey characterise 'Asian people'?
- Which words and phrases in Ron Casey's comment would you describe as emotive?
- How are the Cambodians presented in Melanie Ambrose's report?
- What impression do you think the words 'journey to freedom' would give a viewer of this television report?
- How do you respond to the photograph of the 'boat people' in Port Hedland detention centre?
- What sort or reaction do you think the editor of the *West Australian* wanted to create in readers by including this photo?

Opinion polls

Opinion polling is a quick (but not always entirely accurate) way of getting information about the public's views on various issues. Over the last forty years or so many public opinion polls on the subject of immigration have been conducted. Compare the results of some of these polls which are presented in Source 7.

- What overall trends do you detect in the public opinion polls?
- Compare the McNair poll which appeared in the Melbourne *Herald* in May 1984 with Derryn Hinch's radio poll taken at around the same time. Both concern the immigration intake. How would you account for the difference in the results?
- How reliable do you think opinion polls are?
- How much notice do you think the Minister for Immigration would take of these polls?

BUREAU OF IMMIGRATION AND POPULATION RESEARCH

Migration Oz is an education resource kit which examines immigration and population issues. Immigration continues to be a contentious issue in the Australian community. Many organisations with an active interest in immigration policy are represented in the kit, giving students the opportunity to evaluate alternative propositions and viewpoints. The kit reflects the Commonwealth Government's multicultural policies and the goals that underlie them, recognising that immigration is about people, not just statistics.

The Bureau of Immigration and Population Research is an independent professional research body within the Department of Immigration and Ethnic Affairs, which conducts, commissions and promotes research into immigration and population issues. The Bureau's charter directly addresses the need to make information about immigration and population matters accessible to all Australians. It is in this context that the Bureau has developed this kit in consultation with secondary education authorities around the nation.

Migration Oz has been designed as an inquiry-based, multidisciplinary package, comprising photocopiable sheets of source material based on core topics. A wide variety of sources of evidence is presented, including historical documents and illustrations, newspaper articles and cartoons, statistics, extracts from government reports, records of interviews, and many photographs. The eight core topics are:

- International population movement
- The history of immigration to Australia
- Australia's immigration program
- The economics of immigration
- The social impact of immigration
- The demographic impact of immigration
- The environmental impact of immigration
- The politics of immigration.

Each evidence file comes with separate suggested strategies for teachers, including student investigations and activities.

Also provided in the kit is a teacher's guide, which includes a bibliography of recommended background reading.

Secondary teachers of Australian Studies, History, Economics, Politics, Geography, Environmental Studies and English at middle to upper levels will find this kit a valuable resource. The collection of source material can also be used by teachers in further education institutions and by community groups wishing to explore these issues.